

THE DETERMINATION OF SOCIAL NEED

by

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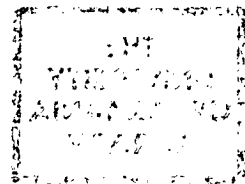


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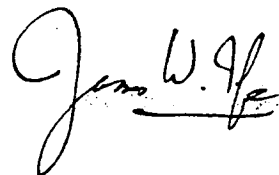
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I declare that this thesis contains no material which has been accepted for the award of any other higher degree or graduate diploma in any university and that, to the best of my knowledge and belief, the thesis contains no material previously published or written by another person, except when due reference is made in the text.

A handwritten signature in black ink, appearing to read 'James W. Ife', with a stylized flourish at the end.

James W. Ife

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ABSTRACT

For the purposes of this study, social need is defined as need at an aggregate level, as expressed in statements of the form "Community X needs provision Y". The assessment of social need is of central importance in the determination of resource allocation, and "needs studies" are a major tool of social planners and researchers. Social indicators are also seen as being useful for determining social need.

An examination of the literature relating to resource allocation reveals that there are some inadequacies in the way social need has been conceptualised, and that it has often been understood from within an essentially positivist perspective, as having some sort of independent existence and as being objectively measurable. Further conceptual exploration leads to an alternative formulation, where the emphasis is on the act of definition of social need, rather than on need *per se*. A model of social need statements is proposed, based on three different forms of need definition which are referred to as population defined need, care-taker defined need and inferred need.

In any particular case of assessing the need for a specific service, or the needs of a particular community, there may be differences between these three forms of need definition. Several

propositions are developed suggesting factors which may be significant in influencing judgements of social need, and which may lead to differences between population defined, caretaker defined and inferred need statements. These factors relate to the type of community, the type of provision or service, and the design and methodology of the needs study.

An exploratory research study was designed to investigate these propositions about factors which may affect need judgements. Three different communities in southern Tasmania were selected, and the "needs" for four different forms of social provision were studied in each area. The overall "needs" of each community were also investigated. The research was undertaken in order to determine a picture of population defined, caretaker defined and inferred need for each study area. Several different methodologies were used: a household survey, a survey of caretakers (service providers and opinion leaders), analysis of census data, analysis of service statistics and newspaper monitoring.

The results of the research clarify the differences between the three forms of need statement. They indicate some of the factors which may be significant in contributing to these differences, and in affecting the way social need is defined. It is concluded that the proposed model of need statements represents a potentially useful framework for the study of social need, and on the basis of the research results the model is used to derive a number of suggestions for the design, assessment and analysis of needs studies. A framework for community development, based on the model, is also proposed, and further research questions arising from the study are identified.

CHAPTER 1

INTRODUCTION

In many fields of study in the social and behavioural sciences, the concept of "need" can be seen to have a central importance. Inevitably it has assumed somewhat different connotations for different disciplines, so that for example the concept as developed by psychologists such as Maslow (1970) and Peters (1960) is rather different from the concept as seen by economists who discuss "need" and "demand" (Culyer, 1973, 1976), or as seen by philosophers who are concerned with "needs", "wants" and "desires" (Fitzgerald, 1977b). This study examines the concept of need within the framework of resource allocation, an area which does not fit neatly within traditional disciplinary boundaries. Two particular areas of study which have been most influential in the formulation of this thesis have been the study of social administration, and work on spatial variation in the distribution of resources and so-called "quality of life", within the general context of the study of welfare geography (Smith, 1977). Theoretical work from other disciplines, such as philosophy and psychology, will also be utilised in the conceptual development of the topic.

The concept of need is of central importance for social policy and planning. The "needs survey" has for long been an important tool of social planners, and is commonly used in community studies (Laframboise, 1975). Kahn (1969) sees need as one of the

precursors of social planning, and defines the assessment of need as an important early stage in the planning process. Similar assertions have been made by other prominent writers in the field, such as Perlman and Gurin (1972), Warren (1977), and Ross (1955). Other writers, who are concerned with establishing criteria for the distribution of income and services (e.g. Benn and Peters, 1959), consider need to be an important criterion, and this is one of the most common justifications for attempting to "assess" need. Similarly, many studies of the spatial distribution of resources and of the geographical location of particular social groupings, (e.g. Davies, 1968) together with studies of differential access to particular services, are made with at least an implicit intention to be able to make statements about what is "needed" in particular areas.

Despite the obvious centrality of the concept of "need" in social policy and administration, there is a general lack of clarity about the precise meaning of the term, and the nature of the concept has been largely unexplored. As Martin Rein observes,

the study of social policy is basically concerned with the range of human needs and social institutions created to meet them. Yet we have no adequate definition of 'need', and much confusion prevails about the distinctions between 'need', 'preference', and 'social problems' (Rein, 1976: 20).

Because of the centrality of the concept of need, and its obvious relevance for questions of resource allocation, attempts to clarify the meaning and particular significance of the concept

are both important and potentially useful. This question of the clarification of the concept has until recently been given relatively little attention in the literature on resource allocation, as will be demonstrated in Chapter 2. Because of this obvious gap in the literature, this study seeks to clarify the concept, and to develop a framework for the study of need, and for need assessment in resource allocation.

Notions of "need" are most frequently used to refer to individuals, in that "needs" are ascribed to individual people. Indeed, most of the conceptual work on need has been undertaken at this level, by workers in the fields of psychology and philosophy. This study will be concerned with "need" as understood at an aggregate level, as exemplified by the statements "community X needs provision Y", and "disadvantaged group A needs service B". Particular examples of such statements might be, "There is a need for more child care services in Canberra", "Aborigines need a special legal service", and "Sydney's western suburbs need more hospitals". The characteristics of these sorts of need statements will be discussed in some detail in Chapters 2 and 3. Such statements of need at an aggregate level are central to studies of resource allocation and of spatial variation in quality of life.

In order to distinguish need at this aggregate level from the idea of individual need, it is common to refer to the aggregate notion as "social need" or "community need". However there are problems associated with the use of both these terms. While some writers such as Bradshaw (1972) use the term "social need" in this

way, others such as Gilbert Smith (1980) use the term to relate to a particular type of individual need, contrasting "social" needs with, say, physiological or psychological needs. Use of the term "community need" may well overcome this confusion, but creates problems of its own. The word "community" is used in many different ways, and attempts to formulate a commonly acceptable definition have been less than satisfactory (Bell & Newby, 1971). The word is frequently used in a very loose way, as in the terms "community mental health", "community child care", "the Australian community", and "the wishes of the community" (Bryson & Mowbray, 1981). Use of the word "community" is as imprecise a way of denoting need as is the use of the word "social"; both can be misleading because of their diversity of meanings in everyday usage. Another possible term, used much less frequently, is "collective" need. The word "collective", like the word "community", has certain connotations, in this case due to the use of the word "collectivism" to define a particular ideological stance (George & Wilding, 1976), and the use of the word "collective" as a noun, to refer to a particular economic unit or a particular type of decision-making group. Recognising that none of these terms is particularly satisfactory, the choice has been made in this study to use the term "social need", consistent with its use by writers such as Bradshaw, to refer to the concept used by need definers when they assert that a "need" exists at an aggregate level.

The distinction between social need and individual need is an important one, with various theoretical and methodological implications. For example it may be that only a relatively small

number of individuals in a population group can be said to "need" a particular service, and hence there is not seen to be a great "need" for this service in the particular group. This in no way lowers the level of individual need of the people concerned; in fact if anything it might be said to be heightened owing to lack of recognition of their circumstances. Hence a determination of social need can readily mask individual needs, and may lead to a lack of provision for a smaller number of people whose individual needs might well be regarded as acute.

It is also evident that some needs may only emerge at an aggregate level. Examples of such "needs" would be the need for community development workers, the need for local government structures, or the need for strong political leadership. These are not needs which are experienced at an individual level, though they may be seen as higher order manifestations of more specific individual needs, such as the need for a feeling of belonging, the need for a sense of purpose, or the need for particular public utilities. Other needs, such as a need for recreation services or a need for public transport, can be conceptualised both at an individual level, that is the needs of a particular person, and at an aggregate level, that is the needs of a population group. The link between these two levels will be examined as part of the research reported in later chapters.

Because this study seeks to examine and clarify the concept of social need as it is used in the social sciences, it is inappropriate at this stage to attempt an *a priori* definition of "need"; in

any case it will be shown in chapters 2 and 3 that the concept defies easy definition. It will be suggested that it is more appropriate to examine the making of *statements of social need*, rather than "need" itself. A definition of what constitutes such a statement is appropriate at this stage, and a social need statement is defined as a statement of the type "X needs Y", where Y is some form of social provision, such as child care services, health services, public transport, schools, housing, or recreational facilities, and X is a collectivity which may be spatially defined, such as a suburb or township, or which may be defined using some other criterion, for example aborigines, the aged, women, the handicapped, and so on. The conceptual argument relating to social need, that is developed in the first four chapters of this thesis, can be as readily applied to such functionally defined groups as to geographically defined groups. For practical reasons the research described in the later chapters of the thesis only deals with spatially defined groups, or geographical communities. The research design and methodology could readily be extended and modified to research functional groupings as well, but this was beyond the scope of the present study.

Other conceptual problems associated with social need can also be identified. Examples are the distinction between needs and wants, between needs and problems, and between needs and prescriptions. These will be discussed in Chapter 3 as part of the conceptual exploration which will lead to the development of a model of social need statements in Chapter 4. One of the contentions of this thesis is that the idea of social need has not been adequately conceptual-

ised in the literature, and that in many studies the "assessment" of social need has been treated as non-problematic. Hence this study attempts to provide some conceptual clarity in this area, and to develop a viable model of social need statements as a basis for further research. The importance of developing such a model has been argued by Bleddyn Davies:

At root, the reasons why most needs and outputs remain either unmeasured or inadequately measured are as much that insufficient time and effort have been devoted to the analysis of the concepts and their measurement as that the measurement is often difficult, sometimes dangerous, and usually expensive. It will not be possible to argue convincingly for more and better measurement until sceptics can be convinced that the concepts are clear, that conditions in which measurement is practical and valid have been specified, and that these conditions are probably satisfied in a broad range of cases (Davies, 1977: 129).

An adequate conceptual exploration of the idea of social need inevitably involves a multi-disciplinary approach, requiring some integration of work done in the fields of geography, sociology, psychology, economics, social administration, and social and political philosophy. Bleddyn Davies has identified the inter-disciplinary requirements of such a study, and pointed out that the complexity of the subject matter renders it impracticable for any single study to cover the entire field adequately.

The exploration of the bases of [need] judgements in the political, organizational and intellectual characteristics of contexts is essential; indeed it has hardly yet begun. Such a discussion is enormously demanding, and has not been systematically attempted. It takes us into difficult territories of a large number of subjects. If it

requires a disciplinary biped to develop a theory of need thus far, it would require an unusually athletic and well co-ordinated centipede to develop it fully (Davies, 1977: 145).

The present study does not pretend to cover fully all the relevant aspects of the concept of social need, as to do so would be clearly impracticable. Not only is the subject matter broad, but also, as will be demonstrated in Chapter 2, there is a general paucity of work done on the concept from the perspective of resource allocation.

The central aim of this study is to develop some conceptual clarity about the phenomenon of "social need". This is undertaken so that "needs research" and "need determination" can be more adequately conceptualised in the discussion and determination of resource allocation. Because the study was conceptualized as an exploratory study, aiming to clarify concepts and to identify key processes in the determination of social need, it was necessary to incorporate breadth rather than depth in the methodology used in the research. Such a research strategy is required if the elusive concept of social need is to be examined in a meaningful way. ←

The exploration of the concept of social need is undertaken using both theoretical and empirical approaches. Chapters 2 to 4 are theoretical in orientation, examining the use of the concept in the literature of various disciplines, and from that discussion a model of social need statements is developed. The main argument is that it is inappropriate to understand "social needs" as existing in

a positivistic sense, as "things" that are there to be measured objectively, but rather that it is the act of defining a need that is significant. Therefore it is important to identify who is making a judgement of need, how that judgement is made, and what factors are likely to affect the judgement. Hence the idea of a model of "social need" *per se* is rejected, and an alternative model of need judgements is proposed.

Following this conceptual development, some propositions are developed in Chapter 5 regarding factors likely to affect the judgement of need, using the proposed model as a frame of reference. The empirical section of the study, reported in Chapters 6 to 10, relates to these propositions about the nature of need statements. In these chapters the determination of social need is examined in three contrasting ways in the light of the distinctions which are developed in the model of need judgements. This investigation attempts to identify some of the factors which affect the definition of social need, and thereby to test the usefulness of the conceptual model which has been developed.

At the conclusion of the study, in Chapters 11 and 12, the implications of both the theoretical exploration and the empirical investigation are discussed, and related to the design and assessment of "need determination". This will enable evaluation of the relevance of conceptual arguments, developed in the early chapters, that social need is not a simple and objectively determined state, and is best interpreted using a model of need statements.

CHAPTER 2

APPROACHES TO THE STUDY OF SOCIAL NEED

This chapter reviews the way in which the idea of social need has been conceptualised in the literature dealing with resource allocation. Following this review, it is suggested that this conceptualisation has been largely influenced by the positivist paradigm in social sciences. The implications of such a paradigm are briefly considered, and possible alternative paradigms are discussed with a view to providing a more appropriate alternative within which social need can be conceptualised.

Social Need as Non-Problematic

Although the concept of social need is clearly a central one in models of community development, social planning and social administration, relatively few writers have treated the concept as being at all problematic. Some writers only give the notion of need a very cursory treatment, while others such as Timms and Timms (1977) recognise its significance, and suggest the importance of further theoretical work, but go little further. As Timms and Timms say, writing of social work:

Considerations of 'needs' usually acknowledge the existence of complexity, even though, as far as social work is concerned, discussion is often launched in the absence of any deep sense of puzzlement about the concept. Towle's much-used text entitled *Common Human Needs*. . . evinces no

curiosity about the concept of need; its self-confident, indeed gnostic, treatise is unfolded with no hint of conceptual anxiety (Timms & Timms, 1977: 141).

The *Australian Senate Standing Committee Report on Evaluation in Health and Welfare Services* (Commonwealth of Australia, 1979) is typical of a number of studies in that it goes some way towards identifying the complexity and importance of the concept, but then does not develop the analysis any further and proceeds to treat the idea of "need" as if it has a clearly understood meaning and is something that can be determined or measured in a relatively objective and scientific way.

An example of the characteristic treatment of social need as non-problematic can be found in a basic text on "community practice", edited by Cox et al. (1977). The editors write:

All practitioners, both organizers and planners, must get a grip on the needs of the community they will serve. One way is simply to talk to people where they shop and work, go to school and play, and where they relax of an evening. There is no substitute for first hand knowledge of people and their problems, their needs, and hopes. But sometimes community workers . . . must go beyond the impressions and informal talk to demonstrate in a systematic way the existence of a problem, the prevalence of negative attitudes, or the effectiveness of a program. (Cox et al., 1977: 15-16).

This sort of approach assumes that the meaning of the word "need" is clear and unambiguous, and requires no further elucidation. Any problems that may exist are technical problems of measurement, rather than conceptual in origin.

A subsequent reading in the same text is headed "Community Needs: How to Identify and Understand Them". This reading is an extract from a book by Warren which simply describes the basic steps in conducting a social survey. Thus Cox et al. (1977), prominent writers in the field, are treating "needs" as things that exist, and that one can measure or "get a grip on". Organizing a social survey is implicitly equated with the identification, and more importantly the "understanding", of community needs, and the concept of "need" is treated as non-problematic. There is an assumed consensus on the meaning of the term, and needs are clearly regarded as measurable phenomena.

Cox et al. are not alone in treating the concept as non-problematic. Other writers of major texts on community planning, such as Kahn (1969), Perlman and Gurin (1972) and Ross (1955), show a similar "absence of any deep sense of puzzlement about the concept", to use Timms and Timms' expression. The use of the term in so-called "needs studies" generally follows the same pattern. As Gilbert Smith comments, in reviewing the literature on the subject:

Need is viewed as an unambiguous and objective phenomenon. True, it is admitted, there may be definitional difficulties but a solution here is thought to rest with the skills of the researchers, practitioners and administrators. The lack of definitional clarity is not viewed as symptomatic of the nature of the phenomenon itself (Smith, G., 1980: 66).

In general it is only in the more recent literature that the complex

nature of the concept of social need has been recognized by writers concerned with social administration. The work of such writers as Gilbert Smith (1980) and Plant, Lesser and Taylor-Gooby (1980) raises a number of fundamental questions about the nature of social need, some of which will be explored in this study. Stimson (1982) and David Smith (1977) are two writers in the more recent geographical literature who have recognized the complexity of the concept, though their work has not been primarily concerned with further conceptual exploration, as is the case with Gilbert Smith and Plant et al.

The Hierarchical View of Social Need

For a number of writers for whom the concept is clearly a more complex one, and worthy of a "deep sense of puzzlement", Abraham Maslow's notion of a "hierarchy of needs" has been a useful contribution (Maslow, 1970). Although Maslow's work is concerned with individual need, and relates primarily to psychological needs, his concept of a hierarchy has been influential on some writers in the field of philosophy, such as Fitzgerald (1977a), Leiss (1976) and Bay (1968, 1977), and also on some writers concerned with resource allocation, and hence with social need, such as Gates (1980), David Smith (1977) and Allardt (1973, 1975). Maslow postulated a hierarchical arrangement of individual needs, with physiological needs as the most basic, after which come safety needs, needs for belongingness and love, the need for esteem, and finally the need for self-actualization. As needs at one level are satisfied, needs at a higher level emerge as being more significant for the individual. This model forms the basis of Maslow's import-

ant work on human motivation, but its importance in other fields is recognised by writers such as David Smith (1977), who is particularly concerned with problems of resource allocation, primarily from a spatial perspective.

Allardt, in his work on social indicators in Scandanavia, has taken the hierarchical idea, and reformulated it for use in social indicator studies as a hierarchy of needs for having, loving and being (Allardt, 1973, 1975; Allardt & Uusitalo, 1972).¹ He further equates need satisfaction with social justice, and relates the assessment and meeting of needs to the struggles of communities to obtain social justice in some form. Allardt's work thus opens up the potential for seeing need definition and need satisfaction in the light of historical development and change. The idea of historical evolution is an important contribution of the hierarchical view, seeing types and levels of needs as changing and evolving over time, which is in contrast to the ahistorical view of a traditional positivist approach which views needs as "things" that exist and can be measured, not taking into account the dynamic nature of the concept.

With the exception of Allardt's work, it would appear that Maslow's hierarchy has generally been used uncritically by writers in the field of resource allocation. It has been adapted from the

1. The significance of the concept of need for social indicator studies will be considered later in this chapter. Here the principal concern is with the hierarchical conception of social need.

field of psychology with very little questioning of the kind undertaken by Fitzgerald in relation to political philosophy (Fitzgerald 1977a), as to whether this is a valid adaptation. It has the status of a "good idea" which may be helpful, but which has been subject to relatively little critique or empirical investigation.

Social Need as a Complex Concept

One writer who has consistently emphasised the complex nature of the concept of social need is Bleddyn Davies (1968, 1977). Like Allardt, Davies has made a link between the notion of need and some idea of social justice. He has developed a concept of "territorial justice", by assessing the relative "needs" of different localities, in search for some equitable principle for the distribution of resources. Another important contribution of Davies' work is his insistence that the proper study of need is multi-disciplinary in nature, and does not fit comfortably within traditional disciplinary boundaries. Davies himself has emphasised the importance of cost-benefit studies, and the whole field of welfare economics, which he links to his own work on social indicators. His insistence on the complex nature of the concept, and on the necessity to undertake more exploratory work in order to reach greater conceptual clarity, is a significant advance on the treatment of need by writers such as Kahn and others mentioned above.

Bruce Gates (1980) has also pointed out the multi-disciplin-

any nature of the concept of social need, and has examined it from the perspectives of psychology, sociology, economics and political economy. This has enabled him to emphasise the essentially political nature of the study and determination of need, a point which will be elaborated in Chapter 3. In discussing the determination of social need Gates has identified three different approaches to need assessment. The first, which he calls the "client oriented" approach, defines a population at risk, and then proceeds to determine the needs of that population, for example, studies of the needs of the handicapped or the aged. Gates' second approach is the "service oriented" approach to need, which looks at need *for* rather than need *of*, and assesses the extent of the need for a particular service, for example the need for public transport. His third approach is "community based" need, where the total range of needs of a particular community is assessed.

It could well be argued that there is little difference between the first and the third of Gates' approaches to the study of need. If "community" is understood to include functional as well as geographical communities, then client oriented need assessment is just a particular form of community based need assessment, where the "community" is a functional one such as "the aged" rather than a geographically based one. Nevertheless, Gates' distinction between needs *of* and needs *for* is a significant one, and a statement of social need, as defined for the purposes of this study, contains both of these elements. A statement of the type "Community X needs provision Y" concerns both "needs for " and "needs of". The difference is in the way need is determined; on the one hand one can

define the community (X) and seek to determine its various needs (Y) as in the question "What are the needs of North West Tasmania?", while on the other hand one can define the particular services (Y) and seek to determine the extent of the need for them, for example by studying the extent and distribution of the "need" for child care.

Bradshaw's Taxonomy of Social Need

Another writer who has identified different components of social need is Jonathan Bradshaw. His paper "The Concept of Social Need" (Bradshaw, 1972), has been particularly influential in determining the way in which social need has been understood in the field of social administration, and his work has been referred to by a number of authors. Bradshaw proposed a model which contains four types of social need: normative need, felt need, expressed need and comparative need.

Normative need is need defined by experts or opinion leaders, or is inferred from some authoritative standard of minimum requirements for a particular provision (for example, minimum dietary allowances). It is therefore assessed by referring to some relevant authority for the definition of need.

Felt need is experienced by the population concerned, determined by asking people about their needs. The classical method for determining felt need is, of course, the social survey.

Expressed need is felt need turned into action, and can be

loosely equated with demand; it is need that is inferred from an observation and analysis of what people do, through the study of waiting lists, letters to the editor, requests to politicians, and so on, in order to assess the extent of requests or demand for a service.

Comparative need is need that is inferred from a comparison of the characteristics of, and level of service provision to, a particular population group, with some national or regional norm. For example one could compare the number of aged persons' accommodation units in a particular area, expressed as a percentage of the population aged over sixty-five years, with a national figure, and as a result of the comparison one could infer the existence, or otherwise, of a need.

Bradshaw maintains that one sort of need does not necessarily imply another, with the exception of expressed need which has to be felt in order to be expressed. Hence there are various possible configurations of need, in which one or more types of need may be present, while others are absent. For example it is possible to have a situation of both normative and felt need, where the need is recognised by the experts and by the people concerned, but without there being expressed or comparative need, so that action is not being taken from which a need can be inferred, and an analysis of census and service provision data also does not indicate a need. In his paper Bradshaw gives a number of examples of other possible configurations of need.

Bradshaw's typology has been referred to by a number of writers, who have clearly found it a useful way to conceptualise need. Among such writers are Mercer (1973a, 1973b), Katz (1975), Stimson (1982), Pinch (1979), Coates and Bodington (1976), Thayer (1973), Hamilton-Smith (1975), and Forder (1974). Many of these writers, such as Stimson (1982) and Pinch (1979) have used the model as a way of drawing attention to the multi-faceted nature of need, and to suggest a range of ways in which need might be assessed. Others, such as Katz (1975), have adopted the typology as part of a wider model of policy development or social planning, and still others, such as Forder (1974) have used the model in "text book" situations to explain need as one of the significant concepts in social administration or resource allocation. However a search of the literature reveals that there has been virtually no critique or development of Bradshaw's model, nor has there been empirical investigation of the model's validity or applicability. It appears to have been accepted, largely uncritically, as representing the "conventional wisdom" on the subject of social need.

Despite this lack of critique, Bradshaw himself has expressed some subsequent reservations about the model,² specifically in relation to normative need depending on "who sets the norm", and to comparative need being merely one aspect of normative need. This raises the question of who determines that a need exists, and represents the beginning of an important critique of the model,

2. Letter to the writer, 16 November 1977.

which questions whether need can be said to exist "in its own right" - an assumption implicit in Bradshaw's article - or whether social need is basically a collection of normative, value laden statements. If the latter were true, this would mean that assessment of need is not objective, but an expression of value judgements disguised with a veneer of objective measurement. That values and normative judgements play some part in statements of need is obvious, but whether all social need statements are value laden, and whether objective value-free measurement has any role in need determination, and to what extent, remain open questions. Bradshaw himself, while acknowledging the value component of need, maintains that need can be objectively measured:

I still think need is objectively measurable. I do not accept that just because need is subjective and based on values etc., it cannot in its own terms be measured. We measure feelings, attitudes, use subjective social indicators and we can also measure need - not all types of need at once, certainly, but using a combination of methods.³

There is no doubt that people do "measure needs" in the way Bradshaw is describing, using a variety of established research techniques. However this does not necessarily imply that it is conceptually sound to do so, and it does not necessarily mean that in so doing one can claim to have established the existence of a distinct entity, namely a "need", as many research studies seem to imply.

3. Letter to the writer, 8 June 1979.

Bradshaw's model has obviously had considerable intuitive appeal to a number of writers in the field, even if it has not been the subject of significant critique or empirical investigation. It has been useful in that it has indicated that need is more complex than a single measurable social phenomenon, but Bradshaw has merely replaced a unitary conception of need with four different definitions, still of apparently objectively measurable social phenomena. He has not really questioned the concept of need *per se*, examined what we do when we "measure" need, or identified the assumptions that are implicit in any statement of social need. It would seem that these questions must be adequately dealt with before developing a model of social need, if that model is to be conceptually coherent. This point will be further developed in Chapter 3, which deals specifically with the nature of statements of social need.

Social Indicator Studies

Work which has been done in the field of social indicators also has considerable relevance for the study of social need. Attempts to monitor social trends and to measure social well-being and the quality of life have been justified on the grounds that these provide useful criteria for decisions about the allocation of resources to particular groups or localities (Colley, 1975; Drewnowski, 1977). Thus social indicators are regarded as in some way indicators of need, and the term "needs" appears in the literature on the subject, usually as if its meaning is self-evident.

Social indicator studies are undertaken at different levels of specificity. Studies such as those of Smith (1973) and Knox (1975) involve the use of a number of different variables to determine an overall index of social well-being. Others, such as the *Family and Child Care Project Needs Data* produced by the Australian Social Welfare Commission (1975), are specifically designed to determine particular lacks of service provision and also population characteristics which can be used for planning for particular fields. In the case of the Social Welfare Commission Study, the field is that of child care services. These more specific studies are more directly related to the determination of social need, as defined in this thesis, than are the studies concerned with assessing general levels of well-being.

As Edwards (1975) has pointed out, the development of social indicators has not always been pursued with conceptual clarity, and many assumptions, including assumptions about the relationship of social indicators to social need, have remained implicit:

The prevailing approach to the use of social indicators in this country [United Kingdom] . . . has been almost entirely empirical. To put it less charitably, it has been a hotch-potch approach in which any variable deemed by the researcher to be even vaguely relevant to 'social stress', 'disadvantage', 'social need', 'social pathology' or 'social malaise' has been thrown into the statistical melting pot and those which emerged glued together by high correlation coefficients have been used as composite indices of urban deprivation (Edwards, 1975: 281).

An important area of the social indicators literature, which is something of an exception to the above criticism, has been the

discussion about the distinction between "subjective" and "objective" indicators of well-being. This is particularly well treated by d'Iribarne (1974) and Owens (1980), and is also considered by Andrews (1974), Buttel (1977) and others. "Objective" indicators are derived from an analysis of demographic and other variables, such as mortality rates, income and education levels, availability of services, and the extent and quality of available housing. "Subjective" indicators on the other hand require the people themselves to make some judgement as to their level of well-being, perhaps with reference to improvement or deterioration over time, or perhaps with reference to other groups or communities. Such a distinction raises a number of issues, such as whether any measure of well-being can be said to be truly objective, whether the distinction is a meaningful one or not, which measure is the more valid, and whether in fact it is meaningful to talk about valid measures of well-being. These issues will not be further explored at this stage, though they will be referred to in later chapters when the nature of social need statements is discussed. It is appropriate at this point, however, to note the distinction, and to relate it to Bradshaw's typology. Subjective indicators of well-being, where the people are asked to make their own judgements, clearly relate to Bradshaw's "felt need", while "objective" indicators are readily identified with comparative need, but also have some relation to normative and expressed needs, depending on the methodology used by the researcher and the type of data used in the analysis.

Social indicator studies of the more specific variety, such

as the Social Welfare Commission study on child care (1975) and Walker's study on educational provision in Sydney (1979), are relevant to the study of need because they are generally regarded as in some way measuring needs, and as providing data on which decisions to allocate or re-allocate resources can be based. It is important to identify the assumptions behind this approach. Such studies, which use "objective" social indicators or measurement of what Bradshaw calls comparative need, essentially identify a *lack* of a particular provision. This *lack* is then translated into a *need*, as it is assumed that the service that is lacking is also needed. This statement of need then in turn becomes a recommendation that the service should be provided, and the *need* statement has become an *ought* statement. It must be pointed out that these connections, between lack and need, and between need and ought, are not logically necessary implications. The fact that something is lacking in no way implies that it can be claimed to be needed. A community may lack many provisions it does not need, for example an isolated rural town may lack an opera house, a major public transport system, a world class football stadium and a university, but it would be difficult to mount a strong argument that there is a need for such facilities. Even if we assume that a need can be established in some way, this does not of itself imply in a strict logical sense that the need ought to be met; it can be argued that the resources of the community are inadequate to meet every need, and that some must remain unsatisfied; it could also conceivably be argued that it is right for some needs not to be met as a deliberate policy. To take an example more relevant to the theme of this thesis, to

show that people in a particular suburb lack a community centre does not necessarily imply that they need a community centre, and even if it could be shown that they did need the centre, this does not logically imply that it ought to be provided. An argument that a demonstrated lack implies a need, and that this in turn implies that a service should be provided, is therefore an argument with some normative content, rather than merely an argument from a demonstrated premise to a logical conclusion. The connection between statements of "needs" and "oughts" has been of some interest to philosophers (Barry, 1965; Nielsen, 1969; Fitzgerald, 1974, 1977b) and the relationship is both more complex and more controversial than has been indicated here. This point will be taken up again in Chapter 3, where the relationships between "lack", "need" and "ought" statements will be examined in more detail. At this stage it is sufficient to note this as a contentious area in relation to social need, and also to note that certain normative assumptions lie behind much of the work done on social indicators and on the measurement of social need, as has been acknowledged by writers such as David Smith (1977), Gilbert Smith (1980), Stimson (1982) and Plant et al. (1980). These writers have developed the concept of social need considerably further than writers such as Cox et al. (1977), in that they have demonstrated that need is not a static or objective state, but rather that "needs must be seen in relation to societal norms and values, and these vary very much from place to place and over time in the same place" (Stimson, 1982: 61).

Social Need and Resource Allocation

Need has been discussed by a number of writers as a criterion for distribution of income or resources in society (Benn & Peters, 1959). Other competing criteria might be merit, performance, contribution to society, inheritance, and so on. To use need as a criterion in this way presents technical problems, in that the assumption is that need can be measured comparatively between different individuals and groups in the population. Writers such as Culyer (1973, 1976) and Davies (1968, 1977), who are concerned with economic analysis, have thus related the study of need to work on cost-benefit analysis, optimisation, and welfare economics. This approach to need also relates to the work of David Smith in his studies of inequality (1973, 1977, 1979). Although, with the exception of Davies and, to a lesser extent, Smith, such writers do not significantly discuss the concept of need, some idea of finding out what is "needed" seems to be underlying their work. As with social indicator studies, this can be equated with Bradshaw's concept of comparative need, where need is inferred if a particular group can be seen to be lacking a particular form of provision compared with the level of provision of some regional or national norm.

The relationship between statements of social need and resource allocation considerations will be explored in more detail in Chapter 3.

The Positivist Conception of Social Need

One common characteristic of most of the literature which has been described thus far, is that the idea of social need has been conceptualised from within the positivist tradition of social science. The positivist tradition has been the dominant paradigm in much of social science thinking, and its influence has been extremely pervasive. In this context, a paradigm is seen as being at a higher level of generality than a theory. It is rather a set of parameters within which various theories are developed and within which research is undertaken. The paradigm determines what questions are relevant, and what questions are not to be considered in the enquiry; it determines what is to count as valid knowledge within social science, and what is to be the direction of a research programme. In short, it determines what is to count as valid scientific activity, and encourages the scientist, whether theoretical or experimental, to ask certain sorts of questions rather than others.

The positivist paradigm has been described by a number of writers (Keat, 1981; Fay, 1975). It is characterised by the search for universal laws of a causal nature, as in the physical sciences. The social sciences are seen as essentially the same as the physical sciences, and their lack of precision compared with the physical sciences is regarded as a function of the shorter history of the social sciences and the difficulties encountered in measuring social phenomena. These social phenomena are regarded in the same way as physical phenomena, as existing in their own right in some way as "social facts" and as being objectively measurable. Fact and value

are seen as separate for the purposes of scientific enquiry, with the role of the scientist being to determine the facts and the causal laws which govern social behaviour, from a totally neutral or value free position. The inadequacies of social science are thus seen as being the result of crude methodology, and considerable emphasis has been placed on the refining of methodological tools and the development of empirical precision.

Russell Keat (1981), in his exploration of the positivist tradition in the social sciences, has identified four positivist "doctrines", which between them can be said to comprise the positivist position. These are firstly "scientism", which is the view that science alone represents a genuine form of human knowledge, secondly "the positivist conception of science", which claims that science must be kept free of metaphysics by "eliminating the unobservable from its ontology" (1981: 17), thirdly "scientific politics", which is the view that the role of social scientific knowledge is to provide rational solutions to social problems and to free such decisions from non-scientific influence, and fourthly "value freedom", which separates the realm of science from political or moral values. From this four-fold philosophical basis, positivist social science has developed the characteristics outlined in the previous paragraph.

Critics of the positivist position (e.g. Habermas, 1972, 1974; Connerton, 1976; Gregory, 1978; Fay, 1975; Adorno, 1976) have pointed out that its characteristic concentration on methodology has led to little importance being placed on the nature

of the concept which is being "measured"; it is assumed to be existing in its own right, and to be objectively measurable. Thus the concept is treated as non-problematic, and little thought is given to its nature; it is seen as much more important to measure the particular phenomenon effectively and to determine the precise nature of its interaction with a variety of operationally defined variables. This, it is argued by the critics of positivism, can lead to a position where method is seen as all important, regardless of the nature of the object of enquiry. For example Adorno, in his critique of traditional positivist empirical research, argues that considerations of scientific method have come to dominate interest in the intrinsic nature of the concept under investigation:

The widely used empirical technique of operational or instrumental definition . . . places a seal of approval on the primacy of the method over the subject-matter and on the arbitrary way in which the scientific procedure has been devised. The technique sets out to investigate an object with an instrument which, through its own construction, decides in advance just what that object is: a simple case of circularity . . . With an arrogance born of ignorance the objections of classical philosophy to the practice of definition are consigned to oblivion; what that philosophy banished as a remnant of scholasticism is still being perpetuated by unreflecting individual sciences in the name of scientific exactitude (Adorno, 1976: 242).

Another important characteristic of positivist social science is that it tends to treat phenomena as static and essentially ahistorical, rather than dynamic and changing. Social laws are seen as fixed laws, valid for all time like Newton's laws of motion, and not as evolving or as able to be changed by man (Fay, 1975).

Much of the literature on social need, and much of the research undertaken in needs surveys and social indicator studies, clearly can be described as within the positivist tradition. Emphasis has been placed on the methodologies of measuring need or well-being (Edwards, 1975), with relatively little attention paid to the nature of the phenomena themselves. The concept of social need, in fact, is largely treated as non-problematic, and needs are discussed as things which exist, apparently in their own right, that can be measured in some reasonably objective way. Problems which may arise in the determination of need, therefore, are seen to arise from the inadequacy of the measuring tools rather than from any conceptual question about the nature of "need". Needs studies are conducted generally under an assumption (usually implicit) of value free objectivity. It is assumed that "needs" exist, and the task is seen as being to identify and measure them.

Gilbert Smith is one writer who has identified the essentially positivist approach of the literature and research on need. In a recent publication *Social Need - Policy, Practice and Research* (1980), he has identified four characteristics of the "traditional" notion of need, as used in the literature relating to social work. The first characteristic is that need is viewed as an unambiguous and objective phenomenon. Any lack of definitional clarity is not seen as symptomatic of the nature of the phenomenon, but rather is due to inadequacy on the part of the researcher or administrator. It is

viewed as independent of the percepts, concepts and

theoretical models of social workers and others who are professionally employed in the business of 'meeting need' (Smith, G., 1980:66).

The second characteristic is that need is seen as an attribute of particular people, either individually or collectively. It is

viewed as independent of the organizational milieu within which interaction between professionals and clients or potential clients occurs. That is, the contextual dimension of need is largely ignored (Smith, G., 1980:66).

Smith's third characteristic is that need is assessed by performing some measurement operation on the members of the client or potential client population. Fourthly, Smith points out that need is viewed as essentially static, rather than being seen as part of an ongoing social process.

Smith goes on to highlight three questions raised by this approach, which have not been adequately dealt with by needs researchers. These are the questions of definition, measurement and independence. He notes that needs researchers have consistently failed to produce a "specific, unambiguous and objective" definition of need, have not specified a demonstrably valid set of operations for measuring need, and have not achieved a sound position of independence for the purpose of evaluation. This is despite the fact that what Smith refers to as "the traditional notion of need" demands that such questions be adequately answered. From this conclusion, he questions the validity of the "traditional notion".

Now what is particularly disturbing about this tradition of needs research is that time and again the problems I have mentioned are noted, yet time and again the traditional notion of need is employed to similar confused and confusing effect. I conclude that neither minor modifications to the traditional approach nor further research investigation along similar lines is likely to resolve those problems which are endemic to that tradition of research. What is required is a theoretical *reformulation* of these central problems (Smith, G., 1980: 67).

It is clear that Smith has effectively identified the traditional treatment of the concept of need as being characteristically positivist in nature, even though he does not use the term "positivist" itself. He has also pointed out how this usage has led to the same sort of research approach as Adorno criticises in the passage quoted earlier, and has suggested that this has caused many of the problems encountered in dealing with the concept and much of the imprecision and lack of clarity noted earlier. Smith is discussing need as conceptualised by social workers in social agencies, relating to the "needs" of particular clients, both as individuals and collectively. However his argument and criticism of the use of the term can be applied as readily to the concept of social need, and the way in which need has been conceptualised in studies of resource allocation, which is the focus of this study.

The positivist approach to social science has been criticised on grounds other than those indicated above, namely the tendency to concentrate on method at the expense of conceptual clarity, and the tendency to conceptualise in static ahistorical terms (Fay, 1975; Keat, 1981). One significant further line of

criticism questions the implicit positivist assumption of value freedom. This is brought out in the classic debate in sociology between Gouldner (1970a, 1970b) and Becker (1970), in which the notions of objectivity and partisanship are subject to scrutiny, especially in Gouldner's later paper. From this position, the notion of committed research in social science has been developed, in an attempt to make social science both relevant and committed to certain social ends. In geography this has been pursued by writers such as Harvey (1973) and Gregory (1978), and similar attempts have been made in other disciplines. The writings of the Frankfurt School (Connerton, 1976) have been particularly influential, through their sustained attack on empirical positivism and the attempt to reconceptualise the connection between social theory and social practice. Fay (1975) has shown that, far from being value free, the positivist position contains inherent value assumptions about the nature of society and social change, and that its claim to value freedom is logically inconsistent.

Positivism in social sciences has also been criticised as being politically conservative (Fay, 1975). It implicitly accepts the world as it is, and seeks to understand the "natural" laws by which the existing social system operates. This can be seen as reinforcing the existing system, through "reification", rather than proposing alternative social systems, working towards social change, and seeking to establish new sets of social laws. Further, positivist social science rests on an assumption of an instrumentalist, "social engineering" approach to social change, in that it seeks expert knowledge to enable policy scientists to understand better

how to bring about change. This is regarded by its critics as being in the interests of those already with power in society, in that it will increase their power to control and manipulate social processes, while it does little to alleviate the oppression of the powerless in the society, who are seen as victims of the very structures which are reinforced by a positivist social science.

The debate about positivism is, of course, much more complex than has been indicated (see particularly Keat, 1981; also Keat and Urry, 1975; Fay, 1975; Giddens, 1974; Connerton, 1976). Further elaboration of this debate, however, is not of primary relevance here. The principal point for the purposes of this study is that the positivist paradigm has been criticised on a number of grounds, and that it may not represent the most appropriate framework for understanding a concept such as social need. This writer agrees with Gilbert Smith's assertion (1980) that a total reformulation of the theoretical approach to the study of need is required. The work of writers such as Gates (1980) and Bradshaw (1972), while usefully pointing out some of the complexity of the concept of social need, is still basically within the positivist paradigm, as is most of the research which attempts to measure needs. This means that a need is conceptualised as existing, in some way in its own right, and that it is measurable in some objective way. Differences in research results which measure "need" are interpreted as reflecting methodological inadequacies, and not as being related to the concept itself. Gilbert Smith maintains that this has not been particularly helpful, and the kind of reformulation which he is advocating requires a much more fundamental rethinking. The

theoretical exploration and the research reported in this study were undertaken with a view to contributing to such a reformulation.

Alternatives to the Positivist Approach

Other social science paradigms which can be identified, as alternatives to the positivist paradigm, are the interpretive and the critical (Fay, 1975). An interpretive social science seeks to establish the meaning and significance of human actions, rather than establishing universal causal laws. It has been strongly influenced by Weber's action theory (Weber, 1948) and more recently by the writings of the phenomenologists and ethnomethodologists (Turner, 1974; Garfinkel, 1967; Psathas, 1973). It tends to encourage naturalistic or exploratory research, rather than more methodologically rigorous empirical studies. Gilbert Smith takes such a position in his attempt to reformulate a theory of need which will have more relevance for social workers and social agencies. He uses the work of Berger and Luckman (1966), who argue that social reality does not exist in its own right, but is socially and subjectively constructed. He argues that by taking such an approach:

1. Need is viewed as socially constructed reality; as the objectification of subjective phenomena. As such it is closely dependent upon the concepts of professional practitioners.
2. The central topic of enquiry is therefore the ways in which need, thus viewed, is practically managed or accomplished. Need is viewed as closely dependent upon those organised professional practices that routinely establish its fact and nature (Smith, G., 1980: 68).

From such a perspective need does not exist independently of the observer, but is socially constructed. The role of the definer of need, and the manager of need, is identified as important. The emphasis of an interpretive social science on human actions, which take their meaning from socially constructed rules and interpretations, means that a researcher would not study the *phenomenon* of need, but rather that it is the *action* of defining need which is seen as important. The significant focus for research therefore is not need itself, but its definition and construction.

A critical social science accepts the importance of an interpretive stance, in order to understand the significance and meaning of human action (Fay, 1975; Freire, 1970a, 1970b), but requires that the analysis proceed further. A structural analysis of society is also required, in order to understand the context within which the action in question takes place. Concepts such as power, class and social change are important, and must be considered in order to appreciate fully the significance of the action being studied. Thus a critical social science does not necessarily reject empirical research or an analysis of social structure. The difference between this and a positivist approach lies rather in the use to which such a study is put. Rather than attempt to derive universal laws, a critical social science works towards bringing about social change, by helping to enlighten the actors in a particular situation of the significance of their actions, not merely in a symbolic and individual way as does an interpretive social science, but also in terms of the structures of the society. It is aimed at

helping people, through a greater awareness of their position in the society, to take action in order to bring about change (Fay, 1975, 1977). A number of social theorists and social critics can also be classified as within this paradigm, including writers within the Marxist tradition (Heller, 1976; Taylor-Gooby & Dale, 1981), the critical theorists of the Frankfurt school (Connerton, 1976), Paulo Freire (1970a, 1970b) and others concerned with consciousness raising education programmes which are embedded in a wider theory of society, and Gandhi and his followers in the non-violent tradition. This approach has led to an interest by writers in a number of disciplines in the question of relevance, and the relation of theory and research to action. Examples from the geographical literature are Chisolm (1971), Berry (1972) and Blowers (1974).

Within a critical social science the concept of need is of central importance, but it is very different from the objective and value free concept of the positivist. Rather, need is seen as the central focus for dialogue between the social scientist and the people with whom he is working. The aim is firstly to explore the "felt needs" of the people, through dialogue, so that the true nature of those needs can be understood by all actors in terms of the social structure as well as in terms of people's individual experiences (Taylor-Gooby & Dale, 1981). Following this it is the task of the critical social science to show ways in which those needs can be met through some appropriate form of social action (Freire, 1970b).

For the critical social scientist, then, need is a centrally important concept, but also a highly individual one. Heller (1976), in her discussion of Marx's use of the concept of need, has suggested that "social need" of the kind discussed in this study is not a category acceptable to Marx. The Marxist concept of need can only be an individual one, as Marx recognised no needs other than those of individual people. To talk of social need is seen as misleading and a way of avoiding meeting the true needs of people, by creating "false" needs which serve the interests of the ruling class. Marcuse (1964) has taken up this argument, in his distinction between true and false needs which will be considered in the next chapter.

Whether the concept of social need is meaningful or not, from a Marxist perspective, the fact remains that it is commonly used by writers, researchers and administrators in the field of social provision, and it is important to try to understand the significance of such *statements* of social need. These statements are part of the reality of social provision in contemporary society, and as such represent a relevant topic for study. Once the nature of the need *statement* has been better understood, it will then be possible to relate that to a structural analysis of the society, and to determine whether the way in which need is defined should be changed, and if so, how. Such a task is clearly outside the scope of the present study, which has the more modest aim of attempting to clarify the nature of the definition of social need, and to test alternative formulations of need in a limited empirical context.

The position taken in the present study rejects the positivist stance, in favour of a position more consistent with the interpretive and critical paradigms of social science. While this clearly represents a value position on the part of the writer, it is also contended, with Gilbert Smith (1980), that the positivist paradigm has not been particularly helpful in conceptualising social need, and that exploration of the concept within an alternative paradigm is indicated.

The Definition of Social Need as a Focus for Study

Both interpretive and critical positions would question the idea of a "need" existing in some sort of independent, objectively measurable way, as it is generally treated in the literature. A "need" cannot be said to exist in isolation from the person making the need statement, and a need statement itself is clearly a value-laden statement. The nature of this value statement will be explored in detail in the next chapter. Rather than trying to understand and develop a typology of social needs, as Bradshaw has done, it is considered to be more appropriate to develop a typology of *statements* or *judgements* of social need, to look at the act of defining a need, and to ask who is making the need statement, in what context, on what basis, and in whose interests. The focus of this study, from this point on, is therefore on the act of definition of social need, rather than social need itself. This is in the expectation that from a further exploration of need definition, both conceptually and empirically, a more appropriate framework for the understanding of social need can be derived.

Summary

This chapter has reviewed the way in which social need has been understood in the literature dealing with social planning and resource allocation. It has been suggested that this has been largely influenced by a positivist approach to social science, and that this has not been the most appropriate paradigm within which to understand the concept.

If social need is to be understood within an alternative framework, it is necessary first to examine the nature of statements of social need, as the act of need definition is seen as the more appropriate object for study than the "need" itself. The nature of social need statements will therefore be examined in the next chapter, prior to the development of a model of social need statements, which is undertaken in Chapter 4.

CHAPTER 3

THE NATURE OF SOCIAL NEED STATEMENTS

The previous chapter examined the way in which social need has been conceptualised in the literature, and identified the essentially positivist orientation of much of this writing. In order to derive an alternative conceptualization of social need, it has been suggested that it is appropriate to look at *statements* of social need, rather than examining "need" as an objective phenomenon.

This chapter will therefore be concerned with the nature of need statements, and will examine some of the philosophical bases of the concept of need in order to identify some of the assumptions that are inherent when a need statement is made. For such an exploration it is necessary to examine a different literature from that addressed in the previous chapter, namely the literature dealing with the philosophy of need. Much of the discussion will draw on the theoretical treatment of individual need, rather than social need, as this has been the focus of much of the philosophical exploration of the concept. However it is contended that the generalisations which will be drawn about the nature of need statements apply to social need as well as to individual need, and in Chapter 4 they will be incorporated in the model of social need statements which is proposed as a basis for research.

The earlier section of the chapter, through a discussion of "needs and oughts", "needs and wants", and the "enlargement" of needs, will explore the value component of need statements. The later section, through a discussion of "needs and problems" and of resource allocation and reallocation will examine the technical aspects of need judgements, and the assumptions of expertise inherent in any statement of social need.

"Needs" and "Oughts"

The philosopher Paul Taylor has defined four different types of need statements (Taylor, 1959). The first (named type 1) refers to a particular prescriptive rule or law, such as the statement "one needs a license in order to go fishing here". Type 2 refers to a necessary means for goal attainment, as in the statement "the student needs a dictionary" or "I need a doctor". Type 3 refers primarily to psychological or physiological needs, whether conscious or unconscious, as in the need for food, sleep, or emotional security. Type 4 refers to, in Taylor's words, "purely normative statements", such as "we need leaders who cannot be bribed" (1959: 110). Taylor initially classifies statements of social need as being of type 2:

The phrases 'community needs', 'the needs of the group', 'the needs of society', 'the needs of the educational system', 'the needs of national defence', etc., are commonly used to refer to the necessary means for achieving the community's, group's or society's goals. . . . Statements to the effect that a community, group or society has certain needs, then, are type 2 (Taylor, 1959: 109).

However Taylor also maintains that need statements can fit more than one of the four types, and that therefore statements of social need may also have normative connotations of the type 4 variety. He asserts that much of the imprecision in the use of the term "need" results from confusion of these four different meanings that the term can have, and proposes his typology as a framework for developing greater clarity.

Taylor emphasises the distinction between statements of type 4 and statements of type 2 or 3, arguing that the latter are "factual assertions which are empirically verifiable", while the former are "pure recommendations" (1959: 111). Therefore to verify a need statement of type 2 or 3 is not necessarily a justification for making a recommendation of type 4. Thus he makes a classical distinction between "needs" and "oughts", arguing that a statement of need does not necessarily imply that the need ought to be met, and can be a statement of fact rather than a prescription for action.

For even if it can be empirically shown that man has certain basic needs in senses 2 and 3, it is neither self-contradictory nor logically odd to refrain from recommending that such needs be satisfied, or to recommend that they not be satisfied. The purposes and goals to which needs in sense 2 are relative may, after all, be morally undesirable. And we may disapprove of certain human conative dispositions (needs in sense 3), however dominant they might be in some individuals or groups. That human beings have a need for love, or for freedom, or for knowledge (assuming that assertions of this kind could be empirically confirmed) is not in itself a justification for, or even a good reason in support of, the recommendation that these needs be met. What human beings need might

not be for their good. (They might have a need for destroying one another, for example.) Whether human needs *ought* to be met must be established on grounds independent of the "need" claims themselves. . .

The reason why arguments going from empirical assertions about human needs to recommendations that such needs be met appear so convincing is that empirical statements about needs, which belong to types 2 and 3, are, as we have seen, so frequently used in everyday life for the purpose of making recommendations. But when social scientists and psychologists make statements of types 2 and 3, they are making them not as recommendations but as confirmable statements of matters of fact (Taylor, 1959: 111).

Taylor's call for conceptual clarity is important, and it is clear that there has been a lack of precision about the use of the word "need". However one can question his argument that it is necessary to make a clear distinction between empirical statements about need and recommendations for action. His assertion that "when social scientists and psychologists make statements of types 2 and 3, they are making them not as recommendations but as confirmable statements of matters of fact" is consistent with a positivist separation of fact and value. As Gouldner (1970a) and others have convincingly argued, social science cannot be value free in the way that Taylor implies, and "statements of fact" are derived from value laden methodologies and contain a number of implicit value premises; in no way can they be seen as value free. An interpretive or critical social science is not concerned with separating fact from value, and would argue that it is in reality impossible to do so, and that social scientists should not be attempting to make value free statements, but should make no apology for their statements

being normative as well as descriptive.

Other philosophers have also addressed the question of needs and oughts, and the argument that a "need" does not necessarily imply an "ought" has been put forward by Barry (1965), Fitzgerald (1974, 1977b) and Nielsen (1963, 1969), as well as by Taylor. While, as was pointed out in the last chapter, this may be true in a strictly logical sense, when looking at statements of social need of the sort being considered in this study, it is doubtful whether such statements can ever be seen as purely statements of Taylor's type 2, with no normative connotations. In reply to Taylor, Campbell (1974) has argued that the concept of need, as actually used in this context, does have a normative element. Campbell's position is important because as part of the argument he introduces the interests of the need definer as a significant element in the analysis.

In most discussion about human needs it is contextually implied that the relevant end is of a sort which cannot but be positively evaluated so that most need statements - in the informal logic of everyday discourse - are taken to be *prima facie* recommendations of the requisite remedial actions. . . . Certainly those who advocate, in the context of discussions about the welfare state, that distribution be in proportion to need imply both that to be in need is to lack something which is necessary for the realization of a certain human condition and that there is a moral and political obligation to bring this condition about (Campbell, 1974: 8).

Campbell notes that this combination of descriptive and prescriptive meaning in need statements makes the concept of need particularly attractive to political scientists in explaining political behaviour.

He cites the use of social indicators where statistical correlations are used as indicators of "need", but where clearly this is done with a view to advocacy for the "needed" provision. Absence of a provision will not be perceived as a "need" unless there is also a value judgement that the absence is in some way regrettable, and that this lack should be remedied. Thus the descriptive and the normative cannot be readily separated.

The statistical correlations which are being fitted into this explanatory scheme are formed on the basis of a purely descriptive or 'objective' sense of 'need' in which it can be equated, for instance, with certain population characteristics such as the percentage of old persons in a given local authority area. But this 'objective need' does not fulfil the explanatory role which is required of it since the existence of objective need will not evoke a political response unless it is perceived as need by the relevant political agents concerned. That is, it is because of the evaluative element in the language of need that it seems explanatory to say that variations in need explain variations in social expenditure. So, while the political scientist may seek an objective description of need . . . which can function as an independent variable in a causal model of the policy process, this is difficult to marry with an explanatory framework which depends on using the idea of need in its everyday evaluative sense in which what counts as a need is dependent upon the values of the persons using the term. However, despite the problems involved in this enterprise, the rationale for keeping the idea of need as an organizing concept in the policy sciences is that it provides a possible basis on which not merely to describe but also to explain certain aspects of political behaviour. From this point of view it would be self-defeating for political theorists to purge the idea of need of its evaluative overtones in an effort to become more scientific (Campbell, 1974: 9).

It should be noted that other writers have supported the two contrasting positions on need statements and "ought" statements, exemplified here by Taylor and Campbell (Barry, 1965; Nielsen, 1963, 1969; Fitzgerald, 1974, 1977b; Plant et al., 1980; Peters, 1960). The case made by Taylor, and referred to in Chapter 2, rests on a strictly logical analysis which demonstrates that a "need" does not necessarily imply an "ought". The alternative case is based in part on an examination of usage, and maintains that in practice need statements are effectively "ought" statements as well, at least within the context of social need as defined in this study. Taylor's position, that need statements and "ought" statements can be separated, is only allowable within a positivist perspective which accepts the possibility of the separation of fact and value. It therefore rests on an assumption which has been questioned by many social scientists. An interpretive or critical position would see this separation of fact and value, and hence of need statements and "ought" statements, as invalid, and would maintain that a need statement cannot be a value-free statement only of fact. This study is primarily concerned with the way the concept of social need is actually used by those defining "need", and it has rejected a rigidly positivist paradigm for the exploration of need statements. Therefore the position argued by Campbell, that need statements are in fact also "ought" statements, is accepted as more appropriate than the position advocated by Taylor.

"Needs" and "Wants"

Another philosophical debate about the nature of needs

centres on the distinction between statements of "needs" and statements of "wants", or "desires". Here the argument is whether there is any meaningful difference between a need and a want, and if so what is the nature of that difference. This is closely related to the above discussion about the difference between "needs" and "oughts". A "want" does not necessarily imply an "ought" - to say that one wants something is not necessarily to say that it should be provided - whereas it has been argued above that in the context of this thesis a statement of need does carry with it some normative implication that the thing that is needed should be supplied. The debate about the distinction between a "need" and a "want" hinges on the issue of "needs" and "oughts"; if one accepts that need statements imply "oughts" then a clear distinction between "needs" and "wants" has been established, as a "want" clearly does not imply an "ought". As Minogue says,

Desire may be capricious; need always claims to be taken seriously. It is for this reason that 'need' is a vehicle of pleading. 'I need brushes', the painter may say with desperation in his tone, if he is talking to a patron, from whom he wishes to extract money. A need is imperative; it is something which, by definition, has a right to satisfaction (Minogue, 1963: 103).

In terms of social need, the statement that the people of community X *want*, for example, better child care, is different from the statement that they *need* better child care. The latter statement may or may not imply a want, as the people of community X may not themselves feel the lack of child care facilities, and the need statement may be made by someone else on their behalf; we can need

things we do not want, just as we can want things we do not need. However in this case the statement of need implies that, while the people of X may or may not want child care, they have some claim to expect provision of better child care as a matter of right or of social justice, and they are in some way disadvantaged if it is not provided. A social need statement, then, implies some basic minimum standard of service provision, which all people or groups with certain characteristics have a right to expect, and which ought to be provided to them. For them to be denied that provision is seen as in some way unjust, and a situation that ought to be rectified. Clearly such a statement is a value judgement; it contains certain assumptions about what is a minimum level of service provision which people or groups in certain circumstances have a right to expect, and it is a statement with heavy normative or prescriptive content. While it could perhaps be argued that it might be possible to determine objectively what a particular group of people *wants*, it is clearly another matter altogether to argue that it is possible to measure objectively with no value judgement, what that particular group *needs*.

The Creation and Enlargement of Needs

In the previous chapter, mention was made of a Marxist approach to need. It has been suggested by Heller (1976) that the idea of social need is excluded from a Marxist approach, and that the only true needs are individual needs. This raises the question of true and false needs, a distinction first made explicit by Marcuse (1964). True needs are seen as somehow basic to the nature

of man, and are required to be met if man is to reach his full potential as a human being. However, false needs

are those which are superimposed upon the individual by particular social interests in his repression: the needs which perpetuate toil, aggressiveness, misery, and injustice. Their satisfaction might be most gratifying to the individual, but this happiness is not a condition which has to be maintained and protected if it serves to arrest the development of the ability (his own and others) to recognize the disease of the whole and grasp the chances of curing the disease. The result then is euphoria in unhappiness. Most of the prevailing needs to relax, to have fun, to behave and consume in accordance with the advertisements, to love and hate what others love and hate, belong to this category of false needs (Marcuse, 1964: 19).

Marcuse sees such false needs as being determined by external powers over which the individual has no control, even though the individual himself may believe otherwise.

No matter how much such needs may have become the individual's own, reproduced and fortified by the conditions of his existence; no matter how much he identifies himself with them and finds himself in their satisfaction, they continue to be what they were from the beginning - products of a society whose dominant interest demands repression (Marcuse, 1964: 19).

Marcuse has thus emphasised the creation of "needs", by forces external to the person concerned, in the interests of the dominant groups in society. He condemns the creation of such needs which he sees as debilitating to the individual. According to Marcuse, only the individual himself can distinguish true needs from false needs,

and then only when he is completely autonomous and not manipulated by the agencies of control in a repressive society. A further elaboration of this position has been provided by Taylor-Gooby and Dale (1981), as part of their explication of a materialist approach to understanding needs, within the Marxist tradition.

Marcuse's work underlines the essentially subjective nature of need statements, by pointing out that needs can be created by forces within the social structure which affect people's aspirations and dictate to them what they should "need". The creation and satisfaction of need is therefore essentially political, in that it is in the interests of certain elements in the society. "Needs" are essentially the products of particular social processes, rather than the objectively occurring phenomena of the positivist approach.

Braybrooke (1968) has made a similar point, in discussing what he calls the "enlarging concept of need". He suggests that new needs are being created for man as fast as existing needs are satisfied, and that the field covered by the concept of need is continually expanding. Thus the "expansion" of needs can be related to the notion of rising expectations. Just as "relative poverty" can be seen as socially determined, in that the standards and criteria by which poverty is judged will vary over time and between cultures, so perceived "needs" will expand as expectations rise, depending on a variety of societal processes of the kind indicated by Marcuse, and linked by the Marxists with the requirements of capitalist society. This is in some ways reminiscent of the hierarchical approach to need, though within a much more explicit

political framework than Maslow's theory. Braybrooke sounds a note of caution about this situation, as a need is more often than not defined for one person by another, and the enlargement of the field of needs can therefore lead to a reduction in freedom of choice. The title of his paper, "Let Needs Diminish That Preferences May Prosper", is self-explanatory.

Minogue (1963) has shown that this enlargement of the concept of need is linked with a contemporary liberal political philosophy and with an erosion of participation in the political process. He shows how, with increasing emphasis on the concept of need, there also comes increasing emphasis on the needs expert, someone whose task it is to measure and define the needs, thereby reducing the freedom of individuals and acting as a subtle form of social control.

The relation between the concept of need and the fact of inarticulateness reveals part of the political significance of needs. Classical liberalism concerned itself primarily with desires, and a need was simply an auxiliary component more or less clearly related to the policy of which it was a necessary condition. Modern liberalism has reversed this order, playing down desire to elevate need. The cause of this reversal would seem to be the successive and rapid enfranchisements of large and inarticulate masses of people with little experience of political life. In democratic theory, all government acts must emerge from the popular will; but if the popular will is confused, immoral, inconvenient or otherwise defective, then some oracular device must be found by which it can speak with clarity and decision . . . The notion of the general will, and that of class consciousness of the proletariat, are examples . . . The concept of need is a less dramatic example of the same kind of device. Like most liberal conceptions, it looks innocuous, and it has never been saddled with atrocities like the reign of terror or the

dictatorship of the proletariat. Most of its practitioners are mild social scientists, or benevolent welfarists, rather than wild-eyed fanatics like Robespierre or Lenin. Yet the logical and political identity remains (Minogue, 1963: 109).

This link between the expansion of needs and the expanding role of experts in need definition, and its corresponding political implications, is consistent with the contention in the previous chapter that need has generally been conceptualised within the positivist paradigm. Brian Fay (1975) has clearly demonstrated the link between positivism and an expert, "social engineering", "policy sciences" approach to social change, together with the associated political consequences of increased social control and less democratic participation which are implicit in such an approach.

Ivan Illich (1977a, 1977b) is another writer who has taken this view of need statements. He has pointed to the increasing tendency for people to have "needs" defined for them by others, and has linked this with the increasing professionalisation of the society. The increasing use, in recent decades, of the word "need" as a noun rather than a verb has, according to Illich, coincided with the rise in significance of the professionals in society, and with the increase in their power to define "needs" for others:

Need, used as a noun, becomes the fodder on which professions were fattened into dominance. Poverty was modernized. The poor became the 'needy' (Illich, 1977a:22).

Illich clearly regards need statements as essentially political statements, in that they serve the interests of a powerful group in society, namely the professionals, and reduce the autonomy and power of those defined as "in need". The argument is further developed into his criticism of the established professions, especially medicine and teaching, and his call for the deprofessionalization of society.

Review: Need Judgements and Value Judgements

The purpose of the preceding discussion has been to demonstrate that, far from a statement of social need being a value free, objective statement, as the positivist tradition would have it, a need statement is highly normative and value laden. If we are to consider social need statements in any meaningful way, we must take account of the values that are contained in them. A social need statement contains implicit value judgements about the nature of society and social change, and about rights to certain minimum levels of service provision. It says something about social inequality and relative deprivation, about the extent to which such inequality should be redressed, and about appropriate ways of redressing it. Further, the very making of a social need statement is itself a political act, operating in the interests of particular groups in society (such as those who provide the service which is said to be needed). It is therefore important that any model of need statements take account of *whose* values are reflected in the need judgement, and in whose interests it is that the need judgement is made. Thus the first analytical question we must ask about a state-

ment of need is *who is making the need judgement, or who has determined that a need exists.*

It is important at this stage to draw a distinction between making a judgement of need, or determining the "existence" of a need, and providing the data on which that judgement is based. For example, a researcher, seeking to assess the "need" for public transport, may conduct an elaborate social survey in which a large sample of the population is asked questions about travel routes, frequency of travel, travel preferences, ownership of cars and bicycles, access to bus or train routes, and so on. As a result of this he may conclude that there is a need for increased services to a particular area. In this case it is the researcher who has made the need judgement, not the sample, as the sample has not been asked to make a judgement on whether the service is needed; the respondents have simply been asked to supply data in order that some expert can make a supposedly more informed need judgement. In terms of the argument developed thus far, concerning implicit values, it is the making of the judgement, rather than the supplying of the data or the methodology, that is significant. However it is important also to look at the nature of the data on which a need judgement is based, as this data base can clearly vary considerably in terms of both extensiveness and appropriateness. In order to examine this in more detail, it is necessary first to look at some further attributes of statements of social need.

"Needs" and "Problems"

A distinction can be made between need statements and problem statements, even though the two may be describing the same situation. As an example, at an individual level, we can consider the problem statement "I am hungry" and the need statement "I need food". The former statement describes a problem situation, namely being hungry, whereas the latter does not state the problem explicitly, but implicitly in terms of its solution, namely the provision of food. A need statement, then, implies a problem, but defines it in terms of a suggested solution rather than in terms of the nature and causes of the problem itself. To say "I need food" tells one nothing about what it is like to be hungry, or why I might be hungry, and furthermore does not encourage one to ask such questions. A need statement also contains an assumption that the problem can in fact be solved or at least reduced in magnitude by the provision of the suggested solution. In the case of this example it is a reasonable assumption that the problem of being hungry can be solved by the provision of food, but in the case of social need statements the equivalent assumption is often much more questionable. For example the problem of illicit drug use may be defined as the "need" for more police, or the problem of loneliness may be restated as the "need" for a community centre. The assumptions that more police will lessen illicit drug use, and that community centres by themselves will reduce loneliness, are, to say the least, questionable. A person with a sound knowledge of the social sciences and a knowledge of the effectiveness of various forms of social intervention would be unlikely to accept those assumptions at face value. How-

ever a well-intentioned layman may well be prepared to accept such assumptions, and as a result to make a statement that police or community centres are "needed" in a particular locality.

For the purposes of this study, the important point to be noted from this is that a statement of social need carries with it an implicit assumption about the effectiveness of a particular form of social provision. It is therefore relevant to ask whether the person making the need judgement has any particular expertise in the relevant area, or has available to him relevant data about the effectiveness of particular services. Thus whenever a need statement is made it is important to examine the nature of this assumption and to ask on what basis - whether theory, data, experience or intuition - that assumption is made. In developing a model of social need statements it is therefore important to consider the data base, as well as the value base, from which the need judgement is made. This data base includes data about the problem itself, as well as about the consequences of various forms of social intervention.

Making a need statement, as opposed to a problem statement, tends to divert attention away from the nature of a particular social problem towards technical aspects of service provision. The problem is re-stated, and becomes one of how best to deliver particular services, without examining the nature of the problem itself in its societal context, or questioning whether the proposed service is likely to affect the problem or not. A need statement can thus easily depoliticise a problem, turning a political, economic or social problem into an essentially technical one of service

delivery. Thus it can reinforce the liberal approach to social welfare, which sees social problems as basically soluble by the provision of more or better services. This again emphasises the essentially political nature of need statements, and their compatibility with a basically liberal ideology. This approach to social provision has been challenged by a number of writers who advocate a more fundamental analysis of social problems and of social services, from a different ideological perspective (Galper, 1975; Gough, 1979; Plant et al., 1980).

Need Statements and Resource Allocation

Another important point to be made about social need statements is that a need statement is a statement to the effect that certain resources, be they financial, manpower, or some form of services, should be allocated to a particular group, and that this essentially involves the making of priority decisions about relative costs and benefits. Bleddyn Davies has argued that this component of need statements has largely been ignored and that:

Those who have designed need indicators have neglected the implicit cost-benefit nature of the need judgement as much as those who have designed the need studies. They have neglected that the need judgement is almost always about the allocation of resources - albeit sometimes resource allocation by indirect means, such as the regulation of others (Davies, 1977: 143).

Davies thus links statements of need with such products of applied economics as cost benefit and optimisation, as discussed by writers

such as Culyer (1973, 1976). Because of the finite nature of the resources that are available, allocation of resources normally implies a *reallocation* of resources. Such a reallocation may occur in one or both of two ways. It may be that resources will be re-allocated from one field or programme to another, when an increase in provision of a particular service is only possible because of a reduction in some other programme, service, or area of public expenditure; this is a question of priority among different programmes. The other possibility is that resources will be reallocated to one particular group or community at the expense of another, an example being the redeployment of a higher proportion of the education budget to schools with the greatest "need" at the expense of schools in more "advantaged" areas. This is a question not of priority among programmes, but of priority among different sections of the population such as geographical communities, ethnic or racial groups, income groups, age groups, and so on.

Rein (1976) and Graycar (1979) have both argued that social policy can be understood in terms of competing claims for limited resources, and Davies (1977) has argued that an understanding of need statements must take account of trade-offs between these claims, and that it is important to use appropriate analytical tools in order to understand these trade-offs and to optimise the use of available resources. A statement of social need, then, contains a number of assumptions about the costs and benefits of the particular reallocation being recommended, and therefore it is important to examine the basis of these assumptions in terms of the

experience and expertise of the person making the need statement, and the knowledge available to him. Relevant knowledge in this case would include a knowledge of other communities, their social conditions, and their level of provision of the particular service which is claimed to be "needed", as well as the relative levels of other kinds of service provision within the relevant community, and the likely consequent effects of a redistribution of resources between particular communities or among various different social programmes.

Conclusion: The Major Attributes of Social Need Statements

The latter section of this chapter has presented arguments which may be taken to indicate that some degree of expertise is required to make a "sound" judgement of social need, because of the importance of essentially technical knowledge of service effectiveness and of the likely costs and benefits of the supposedly "needed" provision. This is somewhat in conflict with the arguments examined earlier in the chapter, as stated by writers such as Illich (1977a), Braybrooke (1968), Minogue (1963) and Marcuse (1964), which advocate greater participation by the general population in defining its own needs, and warn against the dangers inherent in allowing technical experts the power to define needs on behalf of the people. Any attempt to develop a model of social need statements must acknowledge the importance of both arguments, and must be able to take account of the question of who is making the need statement, and for what ends, as well as the question as to the nature and extent of the data and expertise on which that need judgement is

based.

Two significant attributes of a statement of social need have been identified in this chapter. The first is that a social need statement is essentially value laden and that therefore it is important to ask who is making the need judgement and why. The second attribute of a social need statement is that it also contains assumptions about the effectiveness of particular forms of social provision and about likely costs and benefits of resource reallocation, and that therefore it is important to examine the expertise of the person making the need judgement, and the nature and extent of the data base from which the judgement is derived. These two attributes of a social need statement will be utilised in the next chapter, where a model of social need statements is developed which will serve as the primary basis for the research reported in the later chapters of this thesis.

CHAPTER 4

A MODEL OF SOCIAL NEED STATEMENTS

In this chapter a model of social need statements is developed, which will be used as a framework for the research reported in the later chapters. Three types of need statements will be identified, and in discussing these types reference will be made to Bradshaw's typology of needs (1972), so that differences between the two models can be highlighted.

It was seen in the previous chapter that two important characteristics of a statement of social need are, firstly, the value assumptions implicit in the need judgement, and secondly, the assumptions about service effectiveness and costs and benefits of resource allocation which require a degree of technical expertise. A need statement is therefore both a value statement and a technical statement, and a model of need statements must take both these elements into account. The primary method of classification used for the model is therefore the question *who is making the need judgement*. The making of a need statement is a social and political act, and so it is important to determine who is making that statement and on what basis, or who has determined that the need "exists".

Types of Social Need Statement

On this basis three types of social need statement can be identified, and it is on the nature of the differences between these three types of statement that much of the remainder of this study is based. The three types are referred to as *population defined need*, *caretaker defined need*, and *inferred need*. The use of these terms should not be taken as implying that the "need" actually "exists" in a positivistic sense; the emphasis is on the act of definition rather than the "need" itself.

Population defined need

Population defined need refers to the situation where the population group concerned can be said to have made the need statement. An example of this is where a social survey of a particular community has indicated that the people of that community say that they need better recreational facilities, or where a particular group of the population, such as aborigines, the aged or the handicapped, claim in some way that they need higher levels of benefits or services. This is similar to Bradshaw's concept of felt need (1972), which is need as felt by the population, and also has some parallels with his expressed need, which is felt need turned into action, and can be equated with demand. However, it is important to emphasise that population defined need can only be said to exist where the population group has actually made the need statement. Often social surveys of need significantly do not ask people what

they think they need, but ask a number of questions about personal and family situation, knowledge of services, access to services, service utilization, and so on. From this data the researcher then infers the existence or otherwise of a particular "need", and in this case it is the researcher, not the population, that is making the need judgement, with all its associated assumptions. Even though such a need statement is derived from data obtained direct from the population, it is not population defined need, as the value judgements and technical assumptions are those of the researcher.

Caretaker defined need

The second category of need statements is referred to as caretaker defined need. The term "caretaker" is taken from the work of Gans (1962) and Bryson and Thompson (1972), researchers in the area of community studies, who have used the term to denote that group of social welfare workers, medical practitioners, teachers, clergymen, prominent citizens, local government officials, and political representatives at all levels, who have a service or caretaking function in a particular community. Such people clearly have an interest in identifying the "needs" of the community and helping to meet them; as the professional "meeters of need" they must be given an important place in any model of need statements. According to Illich (1977a), this is the group that would have most to gain from the definition of need, and such a definition of need is made from quite a different perspective from that of the population as a whole.

The concept of caretaker, as developed by Gans and Bryson and Thompson, relates only to geographical communities, but it can clearly be applied to functional communities as well; it would be possible, for example, to compile a list of those who fulfil a caretaking role with racial, ethnic or age groups as well as with geographical communities. Caretakers can, according to Gans, be classified as internal or external; internal caretakers are those who share common experiences and value and belief systems with the population group concerned, while external caretakers are those who in these respects are atypical of the people whose interests they claim to serve. An internal caretaker may live in, or be a member of, the community in question, but this is not necessarily so. It is the commonality of experiences and values which is important in determining whether a caretaker can be said to be internal or not.

Caretaker defined need, then, refers to a need statement that has been made by the caretakers of a particular group, either in response to a survey of service providers or when caretakers have acted on their own initiative in making pronouncements about need. This is similar to some aspects of Bradshaw's normative need (1972), or need defined by the experts, but only where the expert can be said to be in direct contact with the population concerned, in some caretaking role. The distinction between internal and external caretakers is important, in that it might be expected that where the caretakers are internal, caretaker defined need would more closely resemble population defined need, as the value basis for judgements is likely to be similar. This point will be discussed further in the

next chapter.

Inferred need

The third category of social need statements is inferred need. In this case the judgement of need is made neither by the population experiencing the "need" nor by people in a caretaker situation, but rather by a social administrator, policy maker or social researcher, who has set out to assemble data specifically in order to make a need judgement. Most "needs studies" fall into this category. The need statement is based on the analysis of material such as census data, survey results, statistics of service utilization and service accessibility, data concerning knowledge of and preferences for particular services, and comparison between different areas. The need judgement is presumably made by someone with a claim to particular expertise in the analysis of such data, but not necessarily with the service provision experience which goes with caretaker defined need, nor the personal experience of the relevant problem or lack of service which goes with population defined need. This particular category of need statement includes Bradshaw's comparative need (1972), aspects of his expressed and normative need, and also felt need where the need "felt" by the population is in fact inferred by the researcher from other survey data.

Characteristics of the Three Types of Need Statement

A number of important differences exist between the three

sorts of need statements outlined above, which are significant in terms of the research reported in this study, and also in terms of the more theoretical points made in the previous chapter.

Individual and collective judgements

With inferred need statements, the need judgement is normally made by an individual researcher, or at most by a small research team or committee of enquiry. Thus the values of one person or a small number of people are reflected in the judgement. This is in contrast to population defined need, which is determined most commonly from some form of collective judgement, arising from a social survey, phone-in, or similar enquiry. This raises particular methodological questions implicit in survey work, such as problems of the legitimate value judgements of a minority being masked by the judgements of a majority, divergent views being disregarded by the use of some measure of central tendency, and validity problems concerned with attempts to determine a collective value judgement. However such a judgement of need is less likely to be affected by the whims of a particular individual than is the case with inferred need, where often only one person's values are involved.

Caretaker defined need statements can be seen as somewhere between the other two types on this issue of individual and collective judgements. Caretaker defined need statements may take the form of a public statement by one particular caretaker, or on the other hand they may be determined from some methodology such as a survey of service providers, which is a relatively common method of

assessing "need" in the social services. Thus in terms of individual versus collective judgements, caretaker defined need statements may reflect the characteristics of either inferred need or population defined need.

Experience of the need definer

It was pointed out in the previous chapter, in the discussion of the distinction between need statements and problem statements, that a statement of need refers to a particular problem, and redefines that problem in terms of its suggested solution. The typology of need statements presented in this chapter enables us to differentiate different levels of experience of the problem concerned, on the part of the individual or groups seen to be making the need judgement.

With population defined need, the need judgement is being made by those most directly concerned, that is those who are experiencing, or are likely to experience, the problem at first hand. The people who make the need statement are speaking out of their own direct personal experiences. It can be argued that this makes population defined need the most "valid" of the three. In Marcuse's terms (1964), this is the only one of the three forms of need statement which has the potential to reflect "true needs". Marcuse is arguing in favour of needs being freely defined by the people themselves, rather than on their behalf by so-called "experts", and this argument is reinforced by others such as Illich (1977a), Fay (1975) and Freire (1970b), for whom the freedom to define one's

needs oneself is regarded as one of the most fundamental requirements for a free and liberating society.

With caretaker defined need the people making the need judgement may not have experienced the problem themselves at first hand. However because of the positions they hold, the caretakers can be expected to have frequently come into personal contact with people who do have first hand experience of the problem concerned. Their experience of the problem can therefore be regarded as "second hand", because they are generally one step removed from the direct experience of the problem. It should be noted that internal caretakers may well also have first hand experience of the problem, and in this regard the distinction made between internal and external caretakers is important.

With inferred need the need definer is one step further removed than the caretakers. In this instance the experience of the problem can be said to be at "third hand", as the person making the need judgement normally uses his knowledge of derived data rather than his contact with people as the basis for the need definition. While it is quite possible that the need definer may have some "first" or "second" hand experience of the problem, in the sense of the terms used in the previous paragraphs, this is not necessarily so. From Marcuse's (1964) position this would be the least satisfactory form of social need statement. Caretakers at least have an opportunity to enter into some form of dialogue with the people concerned, about the reality of the experience of the problem, and the way in which it might be overcome by reference to

some structural analysis of society, as advocated by Fay (1975). This opportunity is generally not available to the need definer in the case of inferred need, and therefore the value judgement is likely to be the most removed from the reality of the experience of the problem concerned.

Thus the classification of need statements differentiates need definers by the nature of their experience of the problem with which the need is connected; population defined need statements reflect first hand experience of the problem, caretaker defined need statements reflect second hand experience, and inferred need statements reflect third hand experience. Just as it can be argued that the nature of "need" will vary depending on the standpoint from which it is defined, so it can be argued that the perceived nature of social problems varies with the perspective of the definer. It is likely that because of the different quality of their experience with the associated problem, the three categories of need definers will define the "problem", and hence the "need", in different ways.

Data base for need judgements

It was pointed out in the previous chapter that a statement of social need contains assumptions about service effectiveness, and about the costs and benefits of allocation and reallocation of resources. For this reason the data base on which a need statement is made is particularly important, and a model of social need statements should take the nature and extensiveness of the data base into account. The typology of social need statements that is proposed in

this chapter does differentiate between the three types of statement in terms of the extensiveness and appropriateness of the data base utilised for any judgement of social need.

With population defined need, a need statement is based on the need definer's own experiences, and those of his family and social network. This is clearly a limited and inevitably biased data base on which to make a need judgement, although in the common technique of the social survey it could be argued that the aggregate nature of the data corrects for such individual biases. With population defined need statements the need definers cannot be expected to have extensive data at their disposal concerning the effectiveness of various forms of social intervention, and the variety of competing claims for resources. Their judgement is not "expert" in the sense that the judgement of a social researcher, with a sound background in the social sciences, might be expected to be. The assumptions made concerning the nature of the particular problems, service effectiveness, and cost-benefit, are unlikely to be substantiated by data much beyond that of personal experience, intuition, and the picture portrayed by the media.

By contrast, caretakers can be expected to have a broader data base from which to make a need judgement. They are generally in contact with a broad, though not necessarily representative, cross-section of the population concerned, and are in a position to take more of an overview. They are also more likely to have some appreciation of the relative "needs" and claims of other communities

or service areas, and are therefore likely to make a judgement that is more informed in cost-benefit terms. They also have access to any data which they, or their employing organization, may keep. This data base, however, is not generally collected for the specific purpose of determining need, but is generally in the form of case records, service statistics, and so on. Thus although the caretakers can be expected to have a substantially more extensive data base than the population in general, that data base is still haphazard and unsystematic from the point of view of need definition, as it was most likely collected for some other purpose, such as monitoring agency effectiveness, keeping adequate case records, or accounting for the expenditure of funds. It may require further processing before being applicable in any systematic way to the determination of social need.

With inferred need statements, the data base for need judgements is potentially the most extensive and systematic. Here it is likely that the need definer is using a data base which has been collected for the express purpose of "need measurement". This is in contrast to caretaker defined need, where the primary function of the need judgement is made from the point of view of the service provider. The social administrator, policy maker or researcher has a primary interest in defining need, and has collected data with this specific end in view. Hence not only is the data base likely to be more extensive, but also more systematic than is the case with population defined need or caretaker defined need. This is not to say that it is necessarily any more "objective". The selection of what data base is relevant to a need determination, and the selection of the appropriate

methodology for collecting the data, are both value laden decisions in themselves.

Interests of the need definer

Clearly with the three different types of need statements identified, the interests of the need definer are different in each case. With population defined need there is an obvious interest on the part of the need definers, who are often the ones who will benefit directly from the provision of the "needed" service. This is not always the case in a direct sense, as for example when an individual may identify a need in his community for child care services even though the person has no children and is not a potential beneficiary of the service. There is an indirect benefit, however, as it could be argued that the particular individual will benefit in a more general way from his community being better serviced, and from other people in the community having their "needs" met.

With caretaker defined need, the need definer has a clear interest as a potential provider of the "needed" service. There may of course be no direct relationship between the particular caretaker and the service in question, as is the case with a social worker defining a need for better public transport. However even in such a case it is possible to argue that caretakers, as a result of their own training and socialization, are likely to see the solution of problems in terms of more or better services, and that they may benefit from a general "enlargement of need" - to use Braybrooke's

term (1968) - which is associated with any new definition of social need.

With inferred need, it is impossible to generalise about the interests of the need definer. The interests of an administrator in a government department are different from those of an academic researcher, which are different again from those of a planner working on a consultancy basis. In many instances of inferred need the need definer may have much less interest in the determination of need than is the case with either population defined need or caretaker defined need, but there are many fairly obvious exceptions to this. Inferred need is determined from a variety of different positions, and to generalize about the interests of the need definer is therefore not valid.

The Model of Social Need Statements

Table 4.1 is an illustration of the proposed model of social need statements, and presents in summary form the points made in the earlier sections of this chapter. The characteristics of the three forms of need statement - population defined, caretaker defined and inferred - are identified in the various columns. Column 1 deals with individual and collective judgements, and moving down the table, from population defined need through caretaker defined need to inferred need, the need judgement changes from a basically collective one to an individual one. Column 2 identifies the level of the need definer's experience of the problem concerned, and moving down the table the experience moves from first hand through second hand

TABLE 4.1
MODEL OF SOCIAL NEED STATEMENTS

	1. INDIVIDUAL VERSUS COLLECTIVE JUDGEMENT	2. LEVEL OF EXPERIENCE OF ASSOCIATED PROBLEMS	3. DATA BASE FOR NEED JUDGEMENT	4. INTERESTS OF NEED DEFINER	5. EQUIVALENT IN BRADSHAW'S TYPOLOGY	6. METHODOLOGIES FOR "NEED ASSESSMENT"
POPULATION DEFINED	Collective	First hand	Personal, family and social net- work experiences	As potential service recipient	Felt need, expressed need (only if ident- ified as <u>need</u>)	Social surveys about need, analysis of letters to editor, requests to pol- iticians, etc.
CARETAKER DEFINED	Collective or individual	Second hand (also first hand for internal caretakers)	Broad cross- section, hap- azard and un- systematic. Collected for other purposes	As service provider	Part of normative need	Surveys of care- takers, analysis of media
INFERRED	Individual	Third hand	Systematic, collected for purpose of need determination	Various	Comparative need, part of normative, expressed and felt need	Demographic anal- ysis, service utilization, waiting lists, media analysis, surveys about services used, family situation, etc.

to third hand. Column 3 deals with the data base for need judgments, and here moving down the table the data base moves from the essentially personal experiences of population defined need statements, to the relatively systematic aggregate data of inferred need statements. Thus in these three columns it can be observed that, moving from population defined need statements to inferred need statements, the need judgement becomes more individual, the need definer's experience of the relevant problem becomes more removed, and the data base for the judgement becomes more extensive and systematic.

The remaining three columns identify further characteristics of the three types of need statements, though in these cases there is not a clear progression in a particular direction from population defined need statements to inferred need statements, as indicated in the first three columns. The interests of the need definer are indicated in column 4, and in column 5 the equivalents in Bradshaw's typology (1972) are identified. Column 6 indicates the more common methodologies of "need assessment" relevant to each of the three types of need statements.

It is important when considering this model that attention not be diverted by questions about which is the "real" need or the "best" way of assessing need. Such a question assumes the "need" exists in some objectively measurable way, and ignores the contention of this study that need must be seen as something which people define and talk about, rather than something that exists in its own right; the focus of this study is not "need" itself but the people

defining the need, and the nature of the statements they make. This is perhaps the most significant difference between this model and that of Bradshaw. Bradshaw's typology is a typology of needs *per se*, rather than of statements or definitions of need. When need definition is taken as the basis for a model, the act of definition, and hence the person or group who is actually making that definition, becomes a much more significant element. This identification of the need definer is the primary basis for the model proposed in this chapter. Bradshaw's approach, on the other hand, is primarily methodologically based, and the way in which need is "assessed" therefore becomes the primary determinant for differentiating various types of "need".

There are, of course, some problems associated with this model, and there are particular instances which do not fit the model readily, or which present boundary problems. One example might be the discussion of a very generalized "need", such as the "need" to develop a national identity or the "need" for public awareness. The model is clearly more appropriate for specific instances which refer to the "need" for particular services to particular groups or localities. An example of a boundary problem is the question of at what point in the hierarchy of a State Welfare Department do the judgements of personnel cease to be caretaker defined need and become inferred need.

The model of social need statements is proposed as a framework within which the making of social need statements can be further explored, by comparing statements of population defined need, caretaker defined need and inferred need. Within this framework, the factors which are important in affecting a need judgement can be identified, and their significance examined. As with Bradshaw's typology, it is suggested that one sort of need statement does not necessarily imply another, and that it is possible to have situations where population defined, caretaker defined and inferred perceptions of need are not congruent. Using the same format as Bradshaw, the various possible combinations can be described as follows (Table 4.2), with a + sign indicating that a "need" is perceived as "existing" and a - sign indicating that it is not.

TABLE 4.2
COMBINATIONS OF NEED STATEMENTS

	Population Defined	Caretaker Defined	Inferred
1.	+	+	+
2.	+	+	-
3.	+	-	+
4.	-	+	+
5.	+	-	-
6.	-	+	-
7.	-	-	+
8.	-	-	-

Examples of these possible configurations are as follows:

1. (+ + +) In this situation a need is defined by population, caretakers and by needs researchers. For example, all may agree on a need for more accessible medical services. Hence there is clearly a strong claim for this "need" to be met, and general agreement as to its "existence".
2. (+ + -) Here a need is recognized by the general population and by the caretakers, though not by the needs researcher. An example might be a situation where both the community and the caretakers are concerned about a "need" for more child care, but this is not reflected in comparative studies of indicators of child care need, which show the particular community to be comparatively well serviced.
3. (+ - +) Here it is the caretakers who do not recognize a need which is apparent both to the population and to need researchers. For example caretakers may not be sensitive to a need for improved roads, although this is clearly identified by the road users and the municipal planners.
4. (- + +) This is the case where caretakers and need researchers have identified a need, which is not perceived by the population as a whole, possibly through lack of knowledge of the particular service. A need for homemaker services is an example; the population may be well aware of the relevant problem, but do not know about homemaker services and therefore do not define the

problem in these terms, unlike caretakers and need researchers who are aware of the availability of the service.

5. (+ - -) Here the population defines a need for, say, a recreation facility which is not seen as a "need" by caretakers (who may tend to define need more in terms of social services) or by need researchers.
6. (- + -) In this case, caretakers alone perceive the need. An example might be a need for personal counselling services, which may well be favoured by caretakers because of their own position and socialization, but which is not seen as a need by the people concerned or by social planners.
7. (- - +) In this case a need is defined by researchers, but not recognized by either the population concerned or by the caretakers. An example might be when planners have identified a "need" for cycleways, even though few people in the area ride bicycles and neither the population as a whole nor the caretakers see cycleways as being needed at that particular time.
8. (- - -) Here there is no definition of need, by any of the indicated categories of need definers.

It is important to point out that this sort of analysis really represents an over-simplification. It assumes that people define needs as either existing or not existing, and does not take into account the question of extent of perceived need, or of prior-

ities. To consider further the example number 7 above, in that situation it is unlikely that population and caretakers would perceive no need at all for cycleways. Questions about the need for cycleways may elicit responses such as: "I suppose there is some need, after all a few people do ride bicycles and it must be quite difficult for them on busy roads, but really this community has many more important needs which should be met first". The + and - signs in figure 2 should more realistically be taken as indicating respectively high and low levels of perceived need, rather than the simple existence or total absence of a "need". As has already been discussed, statements of need are really statements of priorities in resource allocation, and it is the relative priority of different claims for resources that is really at stake when needs are identified.

With the varying configurations of need statements outlined in Table 4.2, there will obviously be differing probabilities of the relevant "need" being met. A person desiring to establish a need may wish to influence the population, caretakers or needs researchers in a number of ways, to bring about configuration number 1 where clearly the pressure on resource providers for a need to be met will be the greatest. The model therefore has some relevance for a political science approach to studying the way in which perceived social needs are met, and the way various claims on public resources are evaluated. Such an approach is outside the scope of this particular study; it is simply mentioned as another possible application of the model.

The real significance of the model, in identifying the three different varieties of need statements, is that it suggests that there may be differences between population defined need, caretaker defined need and inferred need in particular situations. The characteristics of the three different need statements, as summarized in Table 4.1, show that these three forms of need judgement are based on different sets of values, interests, experience and data. It is therefore relevant to examine situations in which there are differences between the three forms of need statement, that is, in the different configurations expressed simplistically in Table 4.2, in order to develop an understanding of the various factors that may influence a judgement of social need. This is the purpose of the research reported in the later chapters of this thesis, although the research only represents an exploratory approach to the topic. The model developed in this chapter will be used as the basis of the research, and in turn the research will provide an initial test of the utility of the model as a framework for understanding and re-searching the determination of social need.

CHAPTER 5

APPLICATION OF THE MODEL

At this point in the study the emphasis shifts from the development of a model of need statements, to an empirical investigation of that model. This chapter therefore examines the way in which the model developed in Chapter 4 can be used to generate propositions about the definition of social need, so that these propositions can be empirically investigated.

The model has proposed that need statements can be seen as being made from three different perspectives, and it is therefore important to examine the ways in which the three different sorts of need statements vary. As with Bradshaw's model (1972), it can be maintained that there are some circumstances under which need will be defined similarly, and other circumstances under which there will be differences between the assessments of need as defined from the three perspectives. Hence different ways of measuring need may lead to different results, depending on who is expected to make the need definition.

Clearly a number of factors may affect the need judgement, and the research undertaken in this study will explore some of them. This exploration can be approached in different ways. A traditional approach to research design would be to develop a number of rigorously worded hypotheses, with concepts carefully defined in oper-

ational terms, so that the research can then be designed in order to support or refute these hypotheses. However this study is an exploratory study, and as some research writers have pointed out (Tripodi et al., 1969) it is not necessary for exploratory research to test rigorously defined and operationalised hypotheses. Indeed to do so, when the concepts with which one is dealing are poorly understood, is to make the mistake identified by Adorno (1976) of allowing considerations of scientific method to predominate over interest in the intrinsic nature of the concept under investigation.¹ Exploratory research, therefore, which aims to clarify and formulate hypotheses rather than necessarily to test them, is a more appropriate approach for studying the determination of social need. This approach is particularly appropriate in the light of the previously identified lack of useful conceptual work which has been done on the subject.

A number of factors will be identified as being of potential importance in affecting need judgements. This will be done on the basis of theoretical considerations, and in some instances further theoretical discussion will enable some speculation to be undertaken as to the way in which these factors might affect judgements of need. This discussion will incorporate the model developed in the previous chapter in that the likely similarities or differences between population defined need, caretaker defined need and inferred need in different circumstances will be considered. The identified factors

1. See Chapter 2 for a discussion of Adorno's argument.

will then become the basis for the research reported in the following chapters, as the research was undertaken in order to throw further light on the significance or otherwise of these factors in the formulation of need judgements.

The list of potential factors presented in this chapter is not intended to be exhaustive. The study seeks to identify and examine some significant variables, rather than attempting to provide a complete picture of everything which is likely to affect a judgement of social need. The factors that are identified appear on theoretical grounds likely to be the most relevant for exploration in a study of this type, and such an exploration could lead to the development of more specific and complete sets of hypotheses for consideration in subsequent research.

In identifying the factors of potential significance in affecting need judgements, we can return to the definition of a social need statement, as outlined in Chapter 1. A social need statement was defined as being of the form "Community X needs service Y". There are two variables in this definition, the community and the service, and it is suggested that varying either the type of community or the type of service may affect the nature of the need judgement. Accordingly, potentially significant factors relating to the type of community and the type of service can be identified, and some are described below. The ways in which these factors might affect the differences between population defined, caretaker defined and inferred need are discussed. First, however, some discussion of the importance of Gates' distinction between

needs of particular communities and *needs for* particular services (1980) is appropriate.

"Needs Of" and "Needs For"

One aspect of the determination of social need judgements follows from Gates' distinction between questions about *needs of* particular communities and *needs for* particular services. In the former case the community is defined, and its "needs" are assessed, taking into account many different kinds of services. In the latter case, not only is the community normally defined, but also the definition of a particular service is accepted, and the extent of "need" for that service is determined. These are two different methodological approaches, both resulting in statements of social need. Thus for example in deriving a statement about the "need" for public transport in Sydney's western suburbs, one could either seek judgements from need definers (whether population, caretakers or planners) about all the needs of the western suburbs, and then see what priority is given to public transport, or alternatively one could ask specifically about the need for public transport in seeking the need definers' opinions. It can be suggested that these two approaches to determining need judgements might lead to different pictures of social need. Literature on survey methodology (Moser and Kalton, 1971; Selltiz et al., 1976) indicates that respondents to a questionnaire or interview can be "led" by the wording of questions, and this may well be the case with "needs for" approaches. Therefore one would expect the "needs for" approach, where the need definer's attention is drawn specifically to the

particular service, to be more likely to produce a stronger definition of need for that service than the "needs of" approach, where the specific service is not identified. The extent of this difference may well vary between population defined, caretaker defined and inferred need, and may also vary according to the type of service or the type of community.

A related issue is the comparative frame of reference of a social need statement, as it can be argued that a need judgement is frequently, if not always, relative. A statement that there is a need for more hospitals in Sydney's western suburbs may be made with reference to other areas (that is, a claim that there is more need for increased hospital facilities in the western suburbs than elsewhere), or it may be made with reference to the other perceived needs of the area (that is, a claim that increased hospital services represent a high priority among all the perceived needs of the western suburbs). This is related to the "needs of"/"needs for" distinction, in that in one case it is the community that is emphasised as the basis of the judgement, and in the other case it is the actual service that is of primary importance. As with "needs of" and "needs for", either approach can be taken in the design of a needs survey, and it can be suggested that this distinction, too, may be significant in affecting a judgement of social need.

Factors Related to Type of Community

It has been suggested that the picture of need definition is likely to depend on certain factors associated with the type of community being studied. For this research four factors have been identified as potentially significant in this regard, and therefore worthy of investigation. They are community integration, caretaker integration, social class and community development activity.

The propositions that are developed about these factors have some of the characteristics of research hypotheses. However because of the exploratory nature of this study it is more appropriate to consider them as research questions warranting examination.

Community integration

A number of community theorists have been concerned with the significance of some idea of community integration, and seeing communities as being able to be placed on a continuum of integration/fragmentation. In some instances this is seen in a historical context, in terms of a transition from a more "closed" integrated community to a more "open" and fragmented society, as with Tonnies' notions of *gemeinschaft* and *gesellschaft* (1955), or Durkheim's "mechanical solidarity" and "organic solidarity" (Nisbet, 1966; Giddens, 1971). Other writers have compared urban and rural communities, utilizing Redfield's folk/urban dichotomy (Poplin, 1972; Bell & Newby, 1971). At the risk of grossly oversimplifying what are, particularly in the case of Tonnies, highly complex theoretical

concepts, it can be said that there is general agreement that some communities are more integrated than others, and that this integration is related to such variables as the number and intensity of social interactions, the importance of social networks, community autonomy and self-sufficiency, individual identity versus anonymity, the degree of homogeneity among the population, stability over time, and so on.

It would appear that the extent of community integration might well influence the pattern of definition of a community's needs. In a more stable, integrated community, the bonds between people are closer, patterns of interaction and communication in the community have been well established, and more consensus about matters of community life might be expected to exist, than would be expected in fragmented, new or rapidly expanding communities. There is likely to be more opportunity for communication between the general population and community caretakers. In such a stable situation it is also likely to be easier for the researcher to obtain relevant up-to-date information on which to base his need judgement. Hence in a more stable and integrated community one might expect to find more agreement among need definers, while in fragmented, new or rapidly changing communities one might find less agreement on the "needs of the community".

Caretaker integration

In the previous chapter, the distinction was made between internal and external caretakers. In summary, internal caretakers

generally share common background, values and beliefs with the general community, while external caretakers do not. In circumstances where caretakers can largely be classified as internal, there is a high degree of identification felt by the caretakers with the community as a whole. They are more like the people of the community than are external caretakers, and therefore they are more likely to define the needs of the community in the same way. Hence one would expect there to be less difference between caretaker defined need and population defined need when caretakers are largely internal than in circumstances where caretakers are largely external.

Social class

The importance of social class variables in virtually all aspects of social behaviour has been emphasised by writers of various theoretical persuasions (Parsons, 1964; Tumin, 1967; Ginsburg, 1979). Whether the concept of class is basically a Marxist one, based on the relationship to the means of production, or whether it is seen more in terms of socio-economic status, it would be reasonable to suggest that class will be an important determinant of the identification of need. It could be argued that need definition is something of a middle class phenomenon, being an intellectual activity to which the middle class may be more accustomed, through socialization, than the working class. Hence it is possible that population defined need may emerge more strongly from a predominantly middle class community than from a predominantly working class community.

This proposition is reinforced when one considers the relationship between needs and aspirations. If two people have a similar level of material provision, but one person has a higher level of aspiration than the other, then that person is likely to claim a higher level of need than is the other. Aspirations are clearly class determined, at least in part, and it is likely that there will be a generally higher level of aspiration in a middle class community than in a working class community.

Such a trend is not likely to hold for inferred need. In a community of higher socio-economic status, because of that community's access to the political process, there is likely to be a higher level of provision than in a lower status community. Hence the researcher, working with census and service delivery data, is likely to define need as being less in the higher status community, in contrast to the situation with population defined need.

The case of caretaker defined need is more complex. As caretakers can be assumed to be predominantly middle class in origin, and certainly when one considers their training and socialization *as caretakers*, they are likely to be fairly adept at defining needs, and therefore in a middle class community one might expect to see less difference between caretaker defined and population defined need than in a working class community. On the other hand caretakers might be expected to take a more comparative approach, and being more aware of the needs of other communities might perceive less need in a middle class community than would the population of that community. In a lower socio-economic community, on the other hand, the training and

socialization of the caretakers, their predominantly middle class origins, and their comparative approach would all contribute to a higher level of need definition by caretakers than is the case with population defined need.

Community development activity

The field of community development can be defined in terms of the model of need statements developed in the previous chapter. There are various models and approaches to community development (Rothman, 1970), which may involve work at grassroots level with citizens' groups, increasing citizen participation in decision-making processes, helping those in authority better to understand the community's problems, and so on. If community development is understood in terms of the model of social need statements, it can be seen that community development is aimed at increasing the agreement among the different categories of need definers. A community development worker may try to help caretakers to understand better the needs as defined by the population, or through a programme of education and consciousness raising may attempt to bring population defined need into line with inferred need or caretaker defined need. The attempts by community workers to encourage citizen participation in planning are in fact aimed at bringing inferred need closer to population defined need. Thus a community development worker is very concerned with the definition of need, and the work of community development is aimed at bringing about agreement among the need definers, based partly on an assumption that if this agreement exists, the "need" is more likely to be "met".

The area of evaluation of community development is a problematic one, and the possibility of using the model developed in Chapter 4 as a framework for such evaluation is an interesting question which will be discussed further in Chapter 12. For the moment it is sufficient to suggest that, in a community where community development activity has taken place, one might expect to find less difference between the three varieties of need definition identified in the model, than in an area where community development workers have not been active.

Factors Related to Type of Service

Just as the type of community may affect the nature and extent of the differences between the three sorts of need statements identified, so it has been suggested that the type of service seen as needed may have some bearing on need judgement.

In considering differences between the definition of need for different types of services, it can be questioned to what extent need definers in fact make such distinctions. The use of terms such as "high need areas" suggests that in some instances social need is a generalised concept, and its definition is not service-specific. In other instances, however, clear distinctions are drawn between the defined needs for different types of services.

As with type of community, four factors have been identified as having potential significance for the purpose of this research, though again this list cannot be regarded as exhaustive. The four

factors are: the extent to which the service is stigmatized, the extent to which the service is publicised, the extent to which the service can be related to caretaker services, and the extent to which the service can be individualised.

As with the factors related to the type of community, the propositions developed in this section should be regarded as research questions to be investigated, rather than as research hypotheses to be tested.

Stigmatization of service

Some "needs" are expressed as needs for services which can be regarded as stigmatised to a greater or lesser degree. A need for psychiatric services, a need for police supervision or a need for shelter for homeless men would fall into this category. A person making use of such services might well feel stigmatised, and similarly at a community level a statement that the community "needs" such services could be interpreted as reflecting negatively on that community. By contrast, a need for a swimming pool, a need for a library, and a need for a bus service are examples of needs for services which are not stigmatised. There is no stigma involved in using a swimming pool, a library or a bus, and a statement that these services are "needed" in no obvious way discredits the community concerned.

It is likely that people would be less willing to define their community as "needing" stigmatized services than non-stig-

matized services, and therefore one would expect population defined need for stigmatized services to be somewhat depressed, compared with caretaker defined need or inferred need. In the case of internal caretakers, of course, there may also be a lowering of caretaker defined need for stigmatised services. Needs for non-stigmatised services would not necessarily be expected to show these differences.

Publicity of service

Different services, or objects of social need, receive different levels of coverage in the various forms of the media. A need for better education, a need for more police protection and a need for more job opportunities are examples of needs which may from time to time receive extensive publicity through newspapers, radio and television. On the other hand a need for homemaker services, a need for domiciliary nurses or a need for safer foot-paths may receive relatively little publicity of this kind.

Extensive media coverage of a particular "need" is likely to serve a consciousness-raising function, in that such a service is likely to be thought about and discussed more than some less publicised area of social provision. Hence it could be argued that such a need is more likely to emerge in any survey of population defined need than are needs which are not as extensively covered. It could also be argued that extensive media coverage is likely to mean that people will know something of expert opinion on the subject, to have discussed the problem with other

people, and to be generally better informed than they are about other areas of need. This would be likely to bring population defined need closer to caretaker defined need and inferred need than is the case with services which receive relatively little media attention. There may also be a tendency for the additional publicity to lead to needs being more likely to be defined as "existing", than is the case with less publicised problems or services.

The relationship of the media to the definition of social need is an interesting topic, and is an example of an area where the model of need statements developed in Chapter 4 could serve as a useful frame of reference for research. It relates in turn to the creation of needs (Illich, 1977a; Braybrooke, 1968), the Marxist concept of "true" and "false" needs (Marcuse, 1964), and so on. One could use the model as a framework for research on the creation of needs, and examine the way in which population defined need, caretaker defined need and inferred need are "created". This would also involve a study of the creation and transmission of dominant value systems in the society, and a further exploration of the ideology of needs creation. Although of considerable interest and undoubted importance, such research is outside the scope of the present study, and for present purposes it is sufficient to identify media attention as one of the possible variables affecting the determination of social need.

Relation to caretaker services

Some areas of need can be directly related to the services provided, either directly or indirectly, by the caretakers. Examples of such "needs" would be a need for medical care, a need for child care, or a need for better educational services. Other possible areas of need are less directly related to caretaker-provided services, such as needs for better roads, employment opportunities, or clean air.

As mentioned in Chapter 3, it has been argued by Illich (1977a) that definition of "needs" often serves the interests of professional groups providing particular services, and that the increasing attention given to "needs" is related to the rise to power of professional groups. Other writers have identified the tendency for professionals to define needs in terms of the services they can provide, so that a social worker tends to see a need for social work services, a doctor tends to see a need for medical services, and so on (Townsend, 1970).

In this light one might expect caretaker defined need to be particularly high, and stronger than population defined need, in relation to services which are identified with the activities of the caretakers. In the case of inferred need, it would depend on the training, socialization and professional allegiances of the particular researcher who is inferring the need, as to whether this is a significant intervening variable or not.

Individualization of services

Some "needs" can be readily understood at an individual level, as well as at a community level. An example is the need for public transport; an individual person could well say that he needs better public transport, as well as being able to make a statement about his community's need for such a service. In such a case the community's need for public transport could be visualised as the sum of individual needs for the service. When an individual is asked about his community's "need" for better public transport he is readily able to relate this to his own needs, and to the needs of members of his family and social network, in order to generalise from that perception to some assessment of community need. It can therefore be suggested that, where a service can be defined individually as well as collectively, people experiencing that need at an individual level will be more likely to define that need as existing "in the community" than will people not experiencing personal need for the particular service.

Other community needs, however, cannot be as readily related to individual experience. Examples are a need for different local government structures, a need for better community planning, or a need for more community development workers. Although it is possible for people to answer questions about such needs from their own experience, they nevertheless represent needs for services which are not experienced in the same individual direct way as medical care or public transport. The individual is being asked to make a judgement about his community without a ready reference point in his

own experience or that of his social network. This may produce a different picture of population defined need, in that the respondent is being forced to make a judgement which may be outside his level of experience.

A different case again is that of a "need" for a service which relates only to a specific population group. Examples are "needs" for aged persons' accommodation, for child care, or for rehabilitation services for the disabled. These are situations where for the majority of the population the particular service is outside their own current individual needs - though it may relate to the needs of someone in their family or social network - while for a particular group of the population such a need may be of considerable personal importance. In this case the characteristics of population defined need may be affected by the extent to which the particular need at an individual level is "felt" in the community.

General Comments

In this chapter, a number of factors have been identified which may be of significance in affecting the definition of social need, and which may contribute to differences between statements of population defined need, caretaker defined need and inferred need. These proposed factors are not presented as being necessarily independent of each other. Indeed it is most likely that they interact with each other in quite complex ways. For example the stigmatization of need may be more important in affecting need judgements in more integrated communities than in more fragmented communities.

Again, whether or not community development work is undertaken both depends on and determines the extent of integration in a community. As another example, the differences between population defined need for individualised and non-individualised services may be greater in working class communities than in middle class communities. In fact it could be argued that social class differences underlie many of the other variables which have been identified as potentially important. The relationship between these suggested variables is not considered in any great detail in the research reported in this study, due to methodological constraints. However it must be recognised that in no way is it contended that the variables operate independently.

It must also be reiterated at this point that the factors which have been discussed are not proposed as an exhaustive list. There may well be other variables which affect the way in which social need is defined, and the differences between the three kinds of social need statements outlined in the model.

Further it must be stated again that the questions raised in this chapter are not proposed as rigorous research hypotheses, but rather represent a framework for exploratory research in that they identify areas which require further investigation. The findings of the research will help to clarify and refine some of the concepts involved, and contribute to a better understanding of the determination of social need. Some appreciation

of the significance or otherwise of the specualtions raised in this chapter will be undertaken but rigorous confirmation or refutation is not the aim of the study.

CHAPTER 6

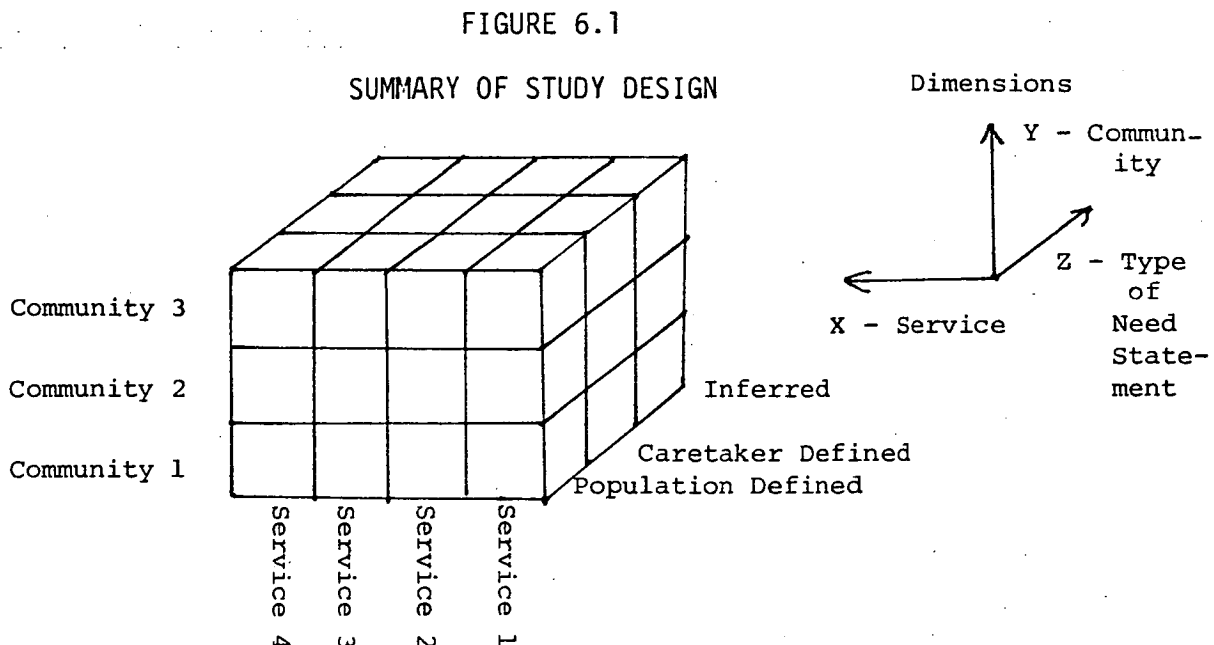
RESEARCH DESIGN

The propositions derived in the previous chapter have been used to develop a research design for the empirical part of this study. Four particular elements have emerged as important considerations in determining the definition of social need. The first of these is the question of who is making the need judgement, which is used as the basis of the model developed in Chapter 4. The second is whether the need statement is made in response to a question about "needs of" or the more specific "needs for". The third relates to the type of community about which the judgement is made, and the fourth is concerned with the type of service defined as "needed". If a research study is to explore the factors which contribute to the making of need judgements, it is necessary to design a study which enables comparisons to be made on all four of these variables.

For the first two of these elements, the number of cases for comparison is limited. The discussion in Chapter 4 has identified three different categories of need definers (population, caretakers and planners), and there are clearly only two different approaches to "needs of" and "needs for" questions. However for the purposes of research design, the question of how many communities are to be studied, and the question of how many different services are to be considered, must be determined.

An extensive study involving a wide range of services in a wide variety of communities was beyond the resources available for this research, especially when it is considered that several different sorts of measures have to be taken in order to obtain a picture of the three kinds of need statements proposed in the model developed in Chapter 4. Therefore a comparative case study approach was adopted, in which the "need" for four selected services was studied in three selected geographical communities, in an effort to obtain some assessment of population defined need, caretaker defined need and inferred need for each, and examining both "needs of" and "needs for" approaches. This enables comparisons to be made between types of community, types of service, and types of need statements, which can throw some light on the propositions developed in the previous chapter.

The design of the research can be visualised as a three-dimensional grid, illustrated in Figure 6.1, so that comparisons of results can be made along the three dimensions.



Analysis along dimension "x" enables definitions of need for the four services to be compared, analysis along dimension "y" enables the definition of need in the three communities to be compared, and analysis along dimension "z" enables the three types of need statements, as proposed in the model in Chapter 4, to be compared. The fourth dimension of the study, "needs of" and "needs for", is not included in the grid as illustrated, but the research was designed so that comparisons between "needs of" and "needs for" approaches could be made within each cell.

For any study which involves a comparative approach, and where resources are limited, a trade-off must be made between extensiveness and intensiveness. In the case of the present research, the design requires that a number of different methodologies be employed, and therefore that breadth for comparative purposes should be emphasised, if necessary at the expense of methodological refinement. In some instances, particular methodologies were not exploited to their fullest extent, because of the requirements of a broad comparative approach. For example in the household survey section of the study, larger samples could have been taken, and the data could have been analysed further in the form of cross tabulations or in statistical analysis using analysis of variance. However this would have meant that other aspects of the study would have had to be curtailed. Had only one technique been used, or one area studied, more methodological refinements could have been incorporated, but the breadth of analysis, and the opportunity to make comparisons along all three dimensions of the above grid, would have been lost.

The bulk of the research for this study was carried out during the second half (July to December) of 1978. All data collected and statements made refer to the situation at that time, unless otherwise stated. Census data were obtained from the Australian Bureau of Statistics census taken on 30th June, 1976, this being the census closest in time to the study period, and representing the most recent census material available at the time when the research data were being analysed. Because the creation and definition of needs are not static, but change over time, the results of the research refer to this specific period of data collection, and could alter in the future were the research to be replicated. The actual results in terms of needs assessment, however, are of secondary importance compared with the theoretical and methodological implications to be drawn from comparing the results along the dimensions of the grid illustrated above.

Selection of Areas for Study

Ideally the three geographical areas to be studied would have been selected using an analysis of census data so that areas could be chosen which allowed for maximum variation on the variables identified as potentially significant in Chapter 5. However, with the exception of social class variables, it is difficult to perform such an analysis using census data, and in any case at the time when this decision had to be taken, namely early in 1978, only very limited data were available from the 1976 census. Therefore more intuitive criteria had to be used in the selection of areas for study, and these criteria were as follows:

1. Research constraints relating to the administration of interviews and the accessibility of data necessitated that all three areas be located in southern Tasmania, and be readily accessible from the city of Hobart.
2. The areas chosen had to be readily identifiable as "communities", that is the geographical boundaries needed to coincide with clear social boundaries as much as possible, and the areas required some degree of separate identity. This was considered important so that questions about "the needs of community X" would have some meaning to interview respondents.
3. The areas needed to be roughly comparable in terms of population size.
4. So that census data could be used, the areas had to be defined in terms of collectors' district boundaries.
5. The areas had to vary on the four explanatory factors which it was suggested were related to need definition, namely community integration, caretaker integration, social class and community development activity.

With these criteria in mind, three geographical areas were chosen which appeared to represent the best choice given the various constraints. The third criterion of population size could not be completely met, but this was difficult to do without jeopardising other criteria considered to be more important. The three

areas are commonly known in southern Tasmania as "Kingston-Blackmans Bay", "Bridgewater", and the "Derwent Valley", and these terms will be used to refer to the three areas throughout the study, except that for simplicity "Kingston-Blackmans Bay" will generally be referred to as "Kingston". The areas have clearly identifiable boundaries, and for the purposes of this research are defined in terms of the Australian Bureau of Statistics 1976 Census collectors districts as indicated in Appendix 1. Because the Derwent Valley has a rather larger population than the other two areas, for some parts of the research it was divided into two sections, one being the town of New Norfolk, and the other being the surrounding rural area. The populations of the three study areas, at the 1976 census, are indicated in Table 6.1.

TABLE 6.1
POPULATIONS OF STUDY AREAS, 1976 CENSUS

Kingston-Blackmans Bay	6223
Bridgewater	2750
New Norfolk	6679
Remainder of Derwent Valley	4892
Total Derwent Valley	11571

The location of the three areas is indicated on the maps reproduced in Figure 6.2.

FIGURE 6.2A

TASMANIA, SHOWING LOCATION OF STUDY AREAS

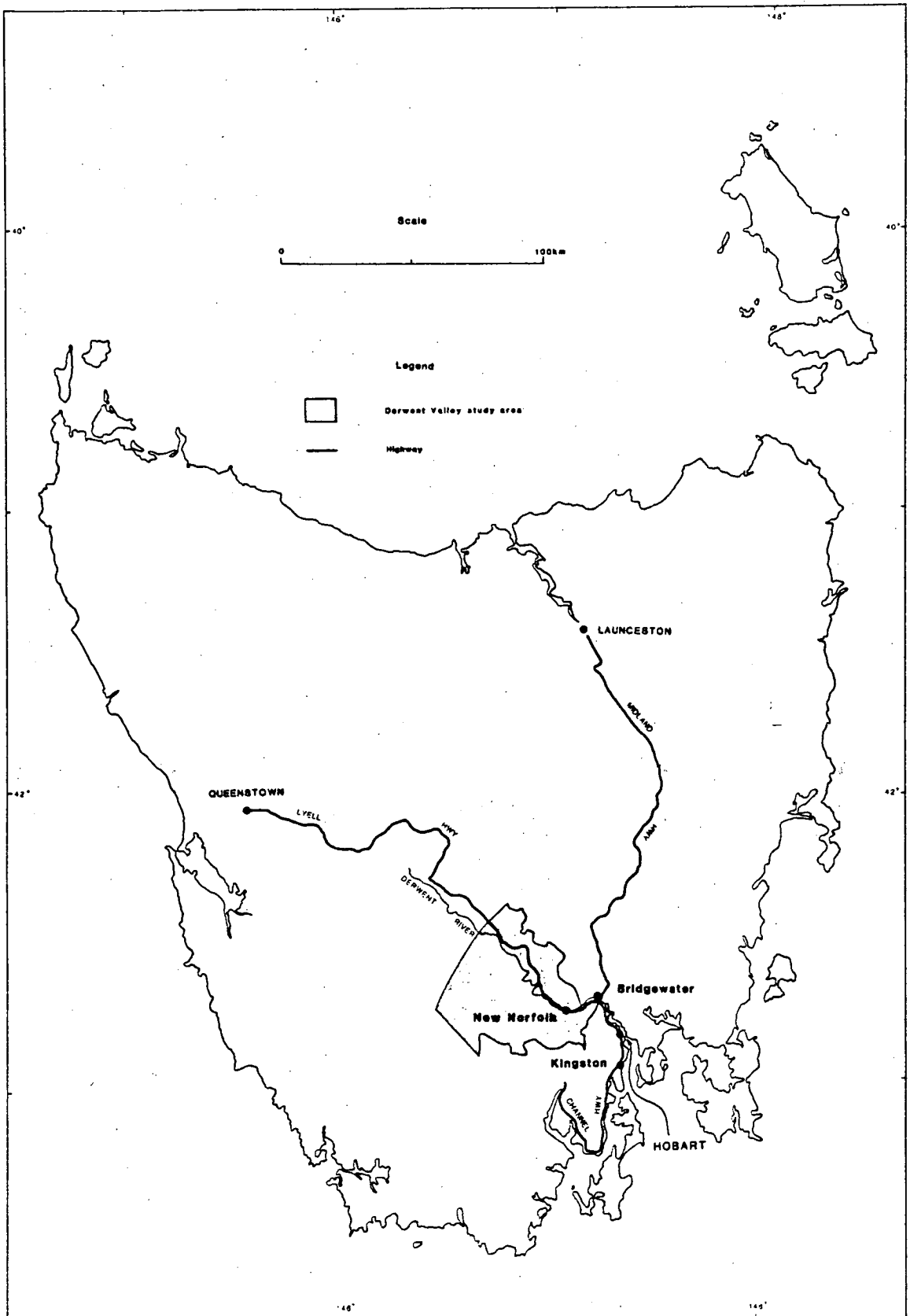
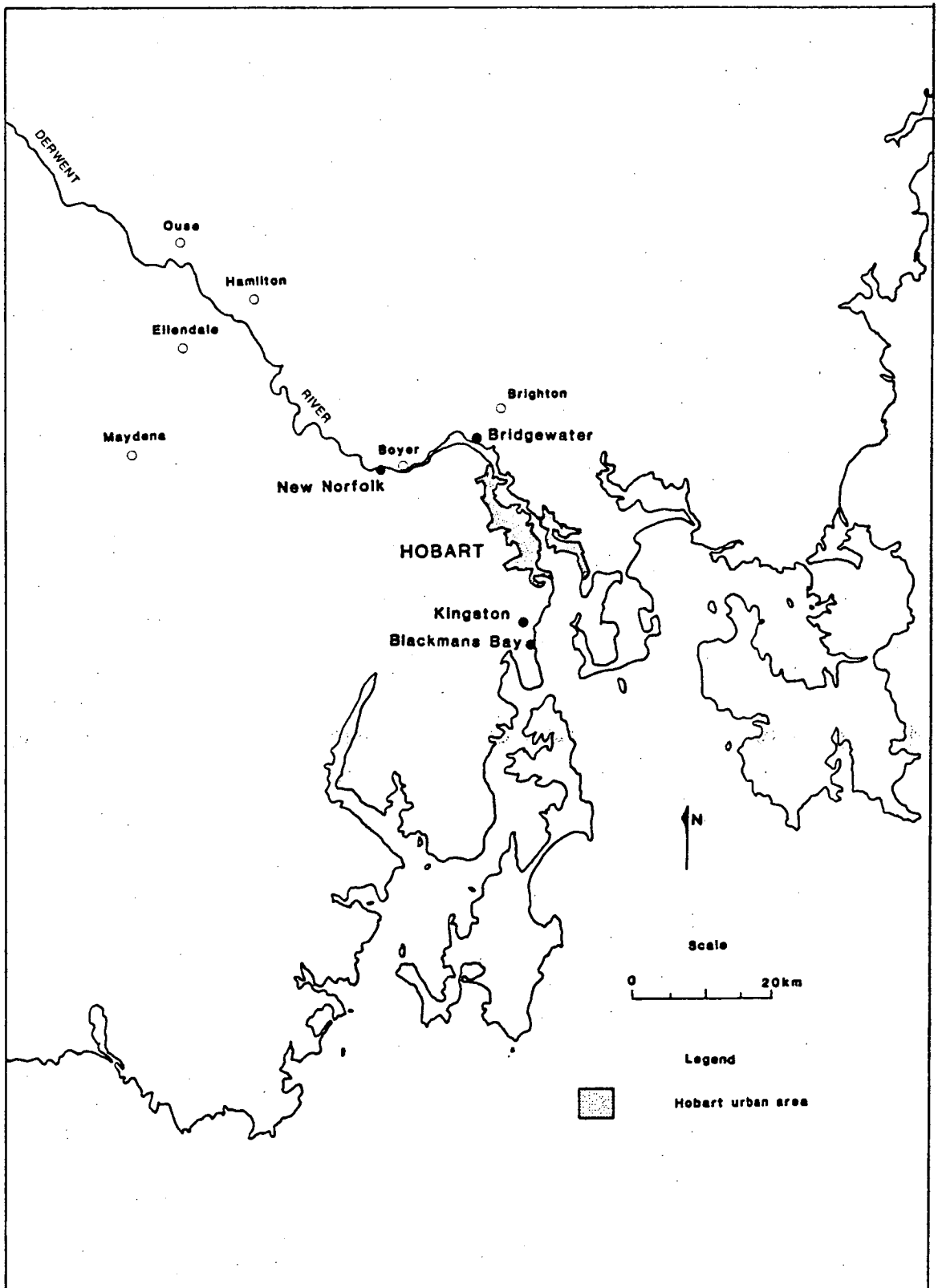


FIGURE 6.2B

SOUTH-EAST TASMANIA, SHOWING LOCATION OF STUDY AREAS



Characteristics of the Three Study Areas

The following section outlines some of the principal characteristics of the three study areas. The approach is largely descriptive, and for more specific quantitative information in support of these assertions, the reader is referred to Appendix 2, where some selected data from the 1976 Census, relating to the study areas, are presented. Much of the material presented below was obtained from interviews with community leaders, undertaken in conjunction with the research described in later chapters.

Kingston-Blackmans Bay

The towns of Kingston and Blackmans Bay were established in the early nineteenth century, on the Derwent estuary, approximately twelve kilometres south of the main settlement of Hobart. They remained small settlements, primarily used as holiday resorts and consisting largely of holiday shacks, until the time of World War II. After the war, a shortage of housing necessitated the use of these holiday shacks as permanent residences, and from that time onwards a significant resident population became established. There was a substantial post war settlement of Dutch immigrants in the area, and the Dutch still form a significant sub-community within Kingston-Blackmans Bay, as is evidenced by a strong Dutch Reformed Church, the Calvin Christian School (associated with the church), and significant contributions to community leadership. The current size of the Dutch community within Kingston-Blackmans Bay is approximately 1000, but the perceived participation of the Dutch in the life of the community is evidently of greater proportion than

their numerical strength. This was clearly demonstrated in a study by Avery, Butler and Davey (1978), in which a random sample of the population was interviewed about the structure of the Kingston-Blackmans Bay community, and the importance of various cultural and other groups within it.

In 1969, the Southern Expressway from Hobart was opened, which provided a rapid road link between the area and Hobart. The new freeway, providing an alternative to the existing narrow, winding road along the coast, reduced travelling time by car to Hobart from in excess of thirty minutes to approximately ten minutes. At about the same time, the rural recession, due to the decline in the apple and pear industry, caused many orchardists to sell or subdivide their land, thus making land available for development. These two factors can be seen to have caused a significant real estate boom in the area, with many subdivisions being opened up for new housing development. Between the 1971 and 1976 censuses, the population of the area increased from 3688 to 6223, and new development continued from the time of the 1976 census up to the time of the research in 1978. This has led to a high proportion of young families in the area, though there remains also the older section of the community, which was established after World War II. Most of the housing development was private, though the Tasmanian Housing Department also embarked on a small public housing programme in the area, with some 78 houses having been constructed at the time of the research. Significantly, a senior officer of the Tasmanian Housing Department has indicated that these are among the most sought after,

by prospective tenants, of all the Department's houses.

The suburbs of Kingston and Blackmans Bay are located on the Derwent Estuary, with beaches and attractive views both of the estuary and also of the mountains inland. Because of the attractiveness of the location, and the nature of the housing development which has taken place, it has come to be regarded by many people as an ideal residential location. At the time of the research there was little local employment, and the two suburbs were seen primarily as "dormitory suburbs" for those working in Hobart. Although the two suburbs started as different settlements, the recent development has meant that they have effectively merged, and as they share many common facilities and common characteristics in terms of population, they are regarded as a single unit for the purposes of this study. The area has clear geographical boundaries, in that it is separated from other suburbs by areas of bushland and some small rural holdings.

The area is closely identified with a very prominent Tasmanian political family, and it is represented by members of that family in local government, state parliament and federal parliament. Avery Butler and Davey (1978), in their research, identified the importance of an elite of long term residents, of whom this family is the most visible example, whose identification with the area began well before the boom of the 1970's, and who hold positions of authority in civic matters.

One of the reasons for selecting Kingston-Blackmans Bay as an area for study is that it appears to be regarded as a well-off

community, and one which would be unlikely to be classified by many people, intuitively, as having a high level of social need. Its residents appear to be, on the whole, well provided for, and to be representative of the moderately affluent middle class (see Appendix 2). These impressions of the Kingston-Blackmans Bay area were reinforced by the results of the research reported in this study. Interview respondents often mentioned, as an aside, matters of civic pride, and the many perceived advantages of living in the area. Specific results, which will be reported in Chapter 8, indicated a high level of satisfaction with living in the area (higher than in the other two study areas), and a tendency for people to identify advantages, rather than disadvantages, of Kingston-Blackmans Bay as a community in which to live.

Bridgewater

Bridgewater is situated on the eastern bank of the Derwent River, approximately twenty kilometres north of Hobart. Being situated on the main road from Hobart to the north of the state, and at the site of that road's crossing of the river, it has been settled since the earliest days of the Tasmanian colony. It remained as a small township until 1972, when the State Housing Department commenced a large scale public housing development there. This was to be the first stage of an extensive low density public housing project in that area, with Bridgewater as the first of several suburbs to be developed. At the time of the 1976 census there were 675 dwellings in the area, 91% of which were either rented or being purchased from the State Housing Department.

The remaining 9% of dwellings represented the original village, and a small number of blocks set aside by the Housing Department for private development. Further building had taken place between the 1976 census and the time of the research in 1978, and has continued in the period after the research was undertaken.

The residents of Bridgewater are generally regarded as being primarily of working class background, and census data support this (see Appendix 2). The population consists largely of young families, with very few elderly residents, and this is a reflection of the policies of the State Housing Department during the 1970's, when areas such as Bridgewater were seen as appropriate for housing such a population. There are also some single parent households, which are housed in specially designed units in the Bridgewater development.

Although Bridgewater has several characteristics in common with Kingston, namely attractive views of the Derwent and the mountains beyond, and also rapid development and expansion during the 1970's, the contrast with Kingston is great. Bridgewater has experienced the problems characteristic of new public housing estates elsewhere, such as lack of services and facilities, dislocation, financial problems and hire purchase commitments, lack of community identity, and stigmatization by the media. Social workers have typically regarded Bridgewater as a "high need" area, and this perception was evident in the results of the present research (see Chapter 9). Residents of Bridgewater are highly represented among the clientele of such agencies as the State Department of Social

Welfare, Probation and Parole Services, and the state's mental health services (see Chapter 10). The results of the research, to be reported in Chapter 8, indicated, as might be expected, a lower level of satisfaction among the residents, who were less able to point to advantages, and more able to point to disadvantages of living in the community, than were the people of Kingston. As is common with such public housing areas, surveys of community "needs" have been undertaken by several researchers (e.g. Fearnley, 1975), seeking to identify particular "needs" which are seen to be of significance.

Bridgewater has a more homogeneous population than Kingston, as the initial population prior to the public housing development was small, it being little more than a village. A significant established local elite, as identified at Kingston, is not present; for example local government is the responsibility of the Brighton Council, which is essentially rurally based and which, according to municipal officers interviewed, has had the Bridgewater development "superimposed" on it, so that there is little participation in local government by the residents of Bridgewater. This is in contrast to the situation at Kingston, which is the centre for local government for the district, and where the Council has been actively involved in promoting the development of the Kingston-Blackmans Bay area. There have also been no identifiable cultural groups settling in the area, as with the Dutch in Kingston. Although Bridgewater is a "dormitory" suburb, with virtually no local employment and with workers commuting to Hobart, the 1976 census data clearly indicate a much higher proportion of unskilled and semi-skilled in the workforce, whereas in

Kingston the workforce has a much higher representation of professional and technical occupations (see Appendix 2).

Like Kingston, Bridgewater has clear geographical boundaries, in that it is surrounded by open country, and separated from the other suburbs of Hobart by land under cultivation. Ultimately the public housing development on the eastern shore of the Derwent may join the other suburbs, but this was certainly not the case at the time of the research. Bridgewater was specifically chosen as an area which was expected to be regarded as having a high level of "need", and in direct contrast to Kingston, despite certain obvious similarities between the two areas.

Derwent Valley

Of the three study areas, the Derwent Valley is the only one which presents some difficulty in terms of boundary definition. The area commonly known as "the Derwent Valley" does not include the entire length of the valley of the Derwent River, but more usually refers to the district around the town of New Norfolk, and up the valley as far as Ouse, including the towns of Hamilton, Ellendale and Maydena. It could be argued that the area could be extended further up the valley, but for the purposes of this research it was decided not to include the towns which exist primarily to service the hydro-electric installations on the upper reaches of the Derwent River, and therefore the study did not extend beyond the town of Ouse. The south-eastern boundary of the area was drawn

at the boundary of the New Norfolk local government area, which is at the bend in the Derwent River near Bridgewater.

There is one major town in the area, New Norfolk, which had a population of 6679, out of the area's population of 11571 at the time of the 1976 census. New Norfolk is approximately 32 kilometres from Hobart by road, along the Lyell Highway, which is the major road from Hobart to the west coast. The furthest point from Hobart, of the area as defined, is approximately a further 50 kilometres from New Norfolk. New Norfolk is one of the oldest European settlements in Tasmania, being first settled by a group of convicts and settlers from Norfolk Island (hence the name) in 1808. It became the centre of the fertile rural area of the Derwent Valley, which since the mid nineteenth century has been a significant hop growing area. Through the nineteenth century growth was slow but steady, and much of the development took place on the large hop growing estates. These estates, and the villages associated with them, declined in importance from about 1900, and accordingly New Norfolk became more significant as the centre of the area (Garner & Lucas, 1978).

Two major employers in the New Norfolk area are the Royal Derwent Hospital, in New Norfolk itself, and a large paper mill at Boyer, two kilometres away. Rural employment is still significant, but with the general rural recession and the rationalisation of the hop industry, the hospital and the mill have provided the main increases in employment opportunities in post-war years.

The Royal Derwent Hospital is Tasmania's only large institution for the mentally ill and the mentally retarded. It was first established in 1827, and has been functioning as an institution for the mentally ill and the retarded since 1833 (Dickey, 1980). At the time of the study it had approximately 850 patients, and employed a total of some 700 staff, many of whom are housed on the hospital grounds.

The paper mill at Boyer was built in 1941, bringing many new settlers to the area, with the special skills required for such an operation. Since then there has been significant growth in the enterprise, and in 1978 it employed 1468 people. The company also provides housing for many of its employees, and a significant range of sporting and recreational facilities.

The Derwent Valley clearly has a more stable population than either Kingston or Bridgewater. Garner and Lucas (1978), in a community study of the Derwent Valley, found that 53% of the respondents in a sample survey indicated that they had lived in the Derwent Valley all their lives. Unlike the other two areas, there has been little or no growth in population in recent years. The population of the New Norfolk municipality was 10,217 at the 1961 census, and 10,135 in 1976.

The Derwent Valley is also unlike both Kingston and Bridgewater in that a significant part of the population is rural. This was seen as being of significance, in that the rural recession of recent years may well lead to such communities being seen as having

special "needs". There has been little economic or population growth in the Derwent Valley, and it has not responded to the rural recession in the same way as, for example, the Huon Valley south of Hobart, which has strongly promoted tourism and the establishment of craft activities.

Like the other two study areas, the Derwent Valley has considerable natural beauty. A number of residents commute to Hobart for work, but because of the locally based employers and the extra distance, the proportion of commuters is much smaller than in Kingston or Bridgewater. One of the main reasons for its selection for study is that the Derwent Valley appears to be a more stable community, with closer bonds between people than might be expected in the other study areas. There is some evidence for this assertion in the findings of the community study by Garner and Lucas (1978), who identified a significant felt "sense of community" among the respondents to a sample survey of the population.

Characteristics of Study Areas in Relation to Factors Proposed as Significant in Need Judgements

From the above descriptions, the characteristics of the three areas selected can be summarised in relation to the four variables related to type of community which were identified in Chapter 5 as potentially significant in determining the judgement of social need.

Community integration

The Derwent Valley, as an old community which has experienced little population change or growth in recent years, could be regarded as a relatively integrated community, certainly in comparison with Bridgewater which as a new public housing area has been identified as having little community integration. Kingston represents a point between the other two, being an old and relatively stable original community which has been supplemented by a large number of new residents since the early 1970's. Community studies of these areas, by other researchers, tend to support these observations (Avery et al., 1978; Fearnley, 1975; Garner & Lucas, 1978).

Caretaker integration

One would expect that, of the three areas, the caretakers of Kingston would be the most likely to be classified as "internal". Members of helping professions, and others filling a caretaking role, could be expected to have a predominantly middle class background, and to identify with the lifestyle represented by the Kingston community to a greater extent than is the case with either Bridgewater or the Derwent Valley. In Bridgewater the community caretakers could be expected to be largely external, living outside Bridgewater and having little identity with the area in terms of their own values and lifestyle. The Derwent Valley could be expected to represent a point between Kingston and Bridgewater, in that a number of caretakers will presumably be local residents closely identified with the community, while others could be expected to come from Hobart, and may have some other background not closely identified with the

Derwent Valley. These assumptions were tested as part of the research, and the results which will be reported in Chapter 9 suggest that they are well founded. The interviewed caretakers from Kingston identified most strongly with their community, the caretakers from Bridgewater least strongly, and the caretakers from the Derwent Valley were at a point between the other two.

Social class

At an intuitive level, Kingston can be regarded as essentially a middle class community, and Bridgewater and the Derwent Valley as working class communities, although the Derwent Valley also includes a middle class group and some significant rural property owners. The census data used in this research, which are reported in Chapter 10, and the data in Appendix 2, tend to confirm these observations. In Bridgewater the workforce consists primarily of unskilled process workers, or semi-skilled workers, while in Kingston the workforce is predominantly professional or technical. The workforce of the Derwent Valley, like Bridgewater, is largely unskilled or semi-skilled, though of course there is an additional proportion of rural workers not present in Bridgewater.

Community development activity

As might be expected, significant attempts at community development have been made in Bridgewater. The social workers attached at the time of the research to both the Community Health Centre and to the local High School specifically viewed community

development activity as a significant aspect of their work, and confirmed this in interviews. In addition, social workers from Centa-care (Catholic Family Welfare Bureau) had been involved in community development work in Bridgewater, as had one of the District Child Welfare Officers who was responsible for running a neighbourhood house, and establishing a family day care programme. From time to time, students in both social work and environmental design, from the Tasmanian College of Advanced Education, have been involved in community surveys, and in attempts to involve the Bridgewater community in evaluating its needs and problems. During the study period, a further initiative was taken by a group of caretakers, such as school principals, politicians, local government representatives and social workers, to call a community meeting to discuss attempts to coordinate services and plan for the future development of Bridgewater.

Little if any similar activity has taken place in Kingston or the Derwent Valley, in the period preceding the research. A family day care coordinator in New Norfolk saw her work as having something of a community development orientation, as did the welfare officer attached to the New Norfolk High School, though, on their own admission, they have not been as active in this direction of their work as their counterparts in Bridgewater. None of the caretakers interviewed in Kingston saw community development as a significant aspect of their work, nor did they point to such work being done by others in any other than a voluntary capacity.

Summary

The three areas chosen for study can be summarised, in terms of the four potentially significant "type of community" variables, as shown in Table 6.2.

TABLE 6.2

SELECTED AREAS IN TERMS OF "TYPE OF COMMUNITY" VARIABLES

	Community Integration	Caretaker Integration	Social Class	Community Development Activity
Kingston	partially integrated	internal caretakers	middle class	little or none
Bridgewater	not integrated	external caretakers	working class	extensive
Derwent Valley	integrated	internal & external	working class	little or none

There is variation between the three study areas on all four variables identified as potentially significant in determining need judgements, and this suggests that the selection of Kingston, Bridgewater and the Derwent Valley as study areas will enable useful comparisons to be made in an examination of the significance of these variables related to "type of community".

Selection of Services for Study

As well as factors relating to type of community, there were also four factors relating to type of "needed" service, which were identified in Chapter 5 as potentially significant in determining judgements of social need. It was therefore necessary to select specific services for study, which would enable comparisons to be made in relation to the four suggested variables, namely degree of stigmatisation, degree of media coverage, relation to caretaker provided services, and degree of individualisation of need. As with the selection of areas for study, it was important that the services vary from each other in relation to the four identified variables.

Further criteria which were applied in the selection of the services to be studied were that they be easily understandable and definable, and that they be readily able to be researched. This, for example, meant that a "need" for homemaker services was not included; an early pre-test of an interview schedule found that there were significant problems associated with explaining to people the meaning of homemaker services, when asking them to make a need judgement. Thus had homemaker services been included, it would have been difficult to determine population defined need, though this would not have been a problem with caretaker defined or inferred need. The "need" also had to be for a service of local significance, rather than more generalised in application. Thus for example "needs" such as the need for a universal health service or the need for stronger defence forces were not considered, as the focus was on needs for services to a particular community.

Eventually four services were selected for study - public transport services, child care services, personal counselling services, and community development workers - which can be defined as follows:

Public transport

All three study areas are serviced by bus from the city of Hobart, and these bus routes can also be used for travel within the three areas. The issue selected for study was whether there was a defined "need" for more of these public transport services. School bus services were specifically excluded from the definition.

Child care

The second "need" studied was the need for more child care services for the parents of pre-school children, either in the form of child care centres, or through family day care schemes. Play groups and pre-schools were specifically excluded.

Personal counselling

The "need" for personal counselling services was defined as the need for services for people who required assistance in talking over a personal problem, where this was seen as appropriately done with a trained counsellor rather than with a friend or relative.

Community development workers

The fourth "need" to be assessed was the need for paid community development workers. Their role was seen as working with individuals and groups in a community to help that community organise and meet its perceived needs.

The precise wording used in interview schedules to define the four services is contained in Appendix 6.

Characteristics of Defined Services in Relation to Factors Proposed as Significant in Need Judgements

In considering the four variables relating to type of service which were identified in Chapter 5 as being potentially significant in determining how social need is defined, the characteristics of these four services can be summarised as follows.

Stigmatization of service

Needs for public transport and community development workers are clearly not stigmatized needs, whereas the need for personal counselling services can be regarded as the need for a stigmatized service. The need for child care services is not as easy to categorize, at an intuitive level, as while for many people it would not be seen as carrying any stigma, some may see this service as undesirable, and therefore would feel that a need for child care would be a poor reflection on a community. A question was

included in the population and caretaker surveys which attempted to throw some light on this issue. In each of the study areas a significant majority of the population indicated that they felt child care services should be available to any who may wish to use them, rather than only to those with special needs (the results will be reproduced in detail in Chapter 8). This indicated a tendency to see child care as ideally a universal rather than a selective service, and therefore as not particularly stigmatized in the view of the majority.

Publicity of service

A survey in the latter half of 1978, of newspaper coverage of the four services, indicated that the need for public transport received by far the most coverage of the four. There was some coverage given to needs for child care, relatively little to needs for personal counselling services, and virtually none to needs for community development workers. The results of this survey are reported in more detail in Chapter 10.

Relation to caretaker services

Provision of public transport services is not an area in which most caretakers are involved, and does not require the services of those skilled in the helping professions. However the other three areas of need are much more closely identified with the kinds of services offered by community caretakers, and require trained and

skilled service employees. This could be expected to affect the interests of caretakers in need definition.

Individualization of services

Needs for public transport, child care and personal counselling can be easily understood at an individual level, though the need for child care services is only of immediate personal relevance to a particular section of the population, namely parents of pre-school children. This means that for these three services a judgement of community need could be simply an extension of an individual's experience of the "need" himself, rather than being an overall community judgement. However a need for community development workers is not readily understood in terms of one's individual needs, and a judgement of such needs requires a community orientation on the part of the need definer.

Summary

The four services selected can be summarised, in terms of the four potentially significant "type of service" variables, as shown in Table 6.3. As was the case with the areas chosen for study, in terms of the variables relating to type of community, the services selected show variation on all four of the variables relating to type of service, which were identified in Chapter 5. This suggests that useful comparisons can be made in an examination of the significance of the variables as determinants of social need judgements.

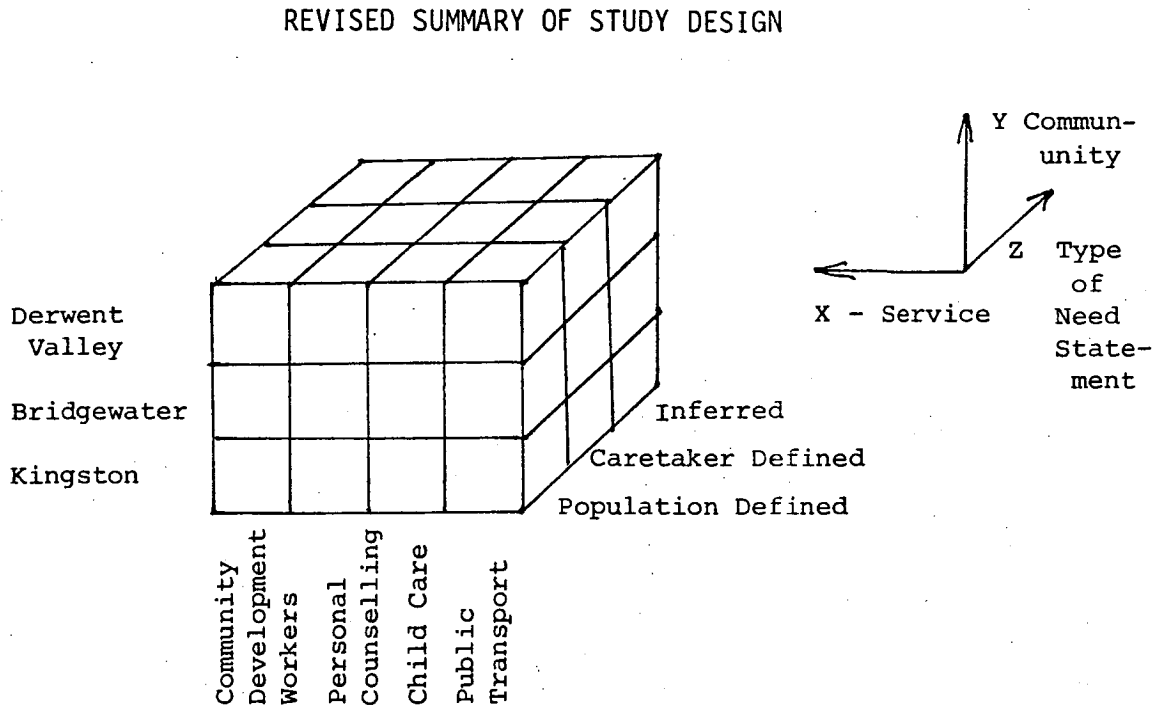
TABLE 6.3

SELECTED SERVICES IN TERMS OF "TYPE OF SERVICE" VARIABLES

	Stigmatization of Service	Publicity of Service	Relation to Caretaker Services	Individualization of Service
Public Transport	non-stigmatized	most publicity	not caretaker provided	individualized
Child Care	generally non-stigmatized	some publicity	caretaker provided	individualized
Personal Counselling	stigmatized	little publicity	caretaker provided	individualized
Community Development Workers	non-stigmatized	least publicity	caretaker provided	not individualized

At this stage, the grid summarizing the design of the study can be presented again, with the areas and services identified. This is done in Figure 6.3. The methodology described in Chapter 7 aims to provide data on all three categories of need statements, for each of the four services, in each of the three study areas, in other words for each of the 36 cells of the grid. Where possible both "needs of" and "needs for" approaches are considered.

FIGURE 6.3



Extent of Provision of the Defined Services in the Study Areas

Before proceeding to the methodology, it is appropriate to examine briefly the extent to which each of the four services which may be seen as "needed" was provided in each of the areas at the time of the study. This can make a significant difference to the nature of the need judgement; if a service is already provided, for example public transport services, respondents in the research were asked whether there was a "need" for *more* or *better* services, rather than simply whether there was a "need" for the service or not. The situation at the time of the research, namely the second half of 1978, is therefore described briefly.

Public transport

Tasmanian Coach Lines provides a bus service between Hobart and Kingston-Blackmans Bay, which is the only public transport service available to the area. The route passes through most of the two suburbs of Kingston and Blackmans Bay, and therefore buses can also be used for local travel. On weekdays there are 16 departures from Hobart to Kingston-Blackmans Bay, and 13 departures from Kingston-Blackmans Bay to Hobart. On Saturdays there are three departures, and on Sundays two, in each direction.

Bridgewater is served by two bus services, whose routes cover most of the Bridgewater area. One is operated by the Metropolitan Transport Trust, which on weekdays has 14 departures from Hobart to Bridgewater, and 18 departures from Bridgewater to Hobart. The other service is operated by Ace Bus Services, with 14 departures from Hobart and 15 departures from Bridgewater on weekdays, and a further 5 services in each direction between Hobart and Brighton; these latter could conveniently be used by residents of the northern section of Bridgewater only. Weekend services by both operators are minimal.

The Derwent Valley is served by Tasmanian Coach Lines, which operates between Hobart and New Norfolk, and between Hobart and Boyer. On weekdays there are 11 departures in each direction between Hobart and New Norfolk, and on Saturdays and Sundays 6 departures in each direction. The Hobart/Boyer service only operates once each day in each direction, on weekdays and Saturdays. Other parts of the

Derwent Valley are served by daily bus services from Hobart to Queenstown, on the west coast of Tasmania, and by various local operators between towns.

Child care

There is a child care centre in Kingston, which caters for twenty children up to the age of six. The Derwent Valley has no child care centre, but there is a family day care scheme organized from the New Norfolk Council which has approximately twenty children placed with licensed minders. The situation in Bridgewater was one of change, with no child care centre, but with a family day care scheme being established there through Brighton Council, during the period of the study. At the time, the scheme was just being organized, and the first children were being placed with licensed minders. Parents from all three localities also have access to, and presumably use, a variety of child care facilities in the Hobart area.

Personal counselling

There is no branch of an agency specifically aiming to offer counselling services in any of the three areas, though there is a variety of such agencies in Hobart which see their charter as including service to these localities. Also in each area are based several people who would see counselling as part of their role, such as clergymen, general practitioners, and social workers attached to local schools.

Community development workers

Bridgewater is the only one of the three localities where workers are employed who see community development as part of their role. Details of this community development activity have been outlined earlier in the chapter.

Conclusion

This chapter has presented an overview of the design of the research, and the rationale for the selection of the three study areas and of the four services which will be examined. The areas and services have been briefly described, and the extent of provision of the services to each of the areas has been established. The following chapter describes the methodology of the research in more detail.

CHAPTER 7

METHODOLOGY

In assessing differences between population defined need, caretaker defined need and inferred need, within the framework outlined in the previous chapter, methodologies were selected which are commonly used in need studies, to provide a picture of how the three different perceptions of need might be assessed. Thus the use of a particular methodology in this research does not necessarily imply that it is the "correct" methodology for need assessment. Rather it represents an assumption that it is likely to be a typical form of methodology used by researchers in an attempt to derive a statement of social need.

In Chapter 2 the positivist conception of need, which regards need as an independently existing phenomenon that can somehow be objectively measured, was criticised. The understanding of the concept of need that was subsequently developed rejected this assumption, and instead emphasised the importance of the act of the definition of need, rather than "need" itself. The aim of the several methodologies of this research is to allow the various actors which were identified as important assessors of need (namely population, caretakers and researchers) to make judgements of need for the various services and in the various localities outlined in the previous chapter. In doing so it is inevitable that some of these

methodologies will appear to present the concept of "need" within a positivist perspective, as this is the framework within which need is generally understood. This must not be taken as implying an acceptance of the positivist formulation of need, but rather as an acknowledgement that this is the framework within which many need judgements are made, and that if we are to attempt to study the way in which people make need judgements it is necessary to use the methodologies which are most commonly used to facilitate the judgement of need. Thus the research reported in this study is largely empirical in nature, and uses the sample survey and statistical techniques, which may appear to be inconsistent with the arguments of Chapters 2 and 3. However a rejection of a positivist stance does not necessarily imply a rejection of empirical methods, as the important factor is the use to which these methods are put, and the way in which the results of empirical research are interpreted. It is important in this case to emphasise that the methodology attempts to replicate the way in which need is commonly defined, rather than to "measure" phenomena called "needs" in an objective way. The methodologies have been selected because they are fairly typical of those used in need studies, rather than because of any intrinsic merit or validity.

There were five different methodologies employed for the research: a household survey, a caretakers survey, analysis of 1976 census data, analysis of agency service statistics, and monitoring of daily newspapers. These will each be briefly described.

The Household Survey

A sample survey is one of the most commonly used methodologies in need assessment, and for this reason alone it was important that a "needs survey" be incorporated in the research. In addition, it is clearly the most convenient way to obtain information about population defined need, as well as being useful for obtaining data for the assessment of inferred need. A household survey was accordingly conducted in each locality. Its aim was to provide information about the definition both of "needs for" the four identified services, and "needs of" the three different communities. The survey was undertaken in interview form.

Sampling and administration

For Kingston, Bridgewater and the town of New Norfolk the sampling frame was provided by the buildings indicated on the maps in the *Hobart Atlas* (Lands Department, 1977). For the rural areas of the Derwent Valley, Lands Department aerial photographs were used to identify buildings. Houses were then sampled using a table of random numbers, the samples being stratified by census collectors' districts to ensure a reasonable coverage of each area. An inadequacy of this method of sampling is that multi-dwelling buildings only appear once in the sampling frame, and hence residents of flats or apartments will be under-represented in the sample. However there are relatively few multiple-household buildings in the three

areas selected¹, and this sampling deficiency would be expected to have minimal effect on the representativeness of the sample.

The interviews were conducted during the months of September and October, 1978. Interviewers were issued with the usual instructions regarding household interviewing and the identification of dwellings from the sample. Three "call backs" at different times were required before the dwelling selected was excluded. The first adult householder met by the interviewer was accepted as the interview respondent, and only one person was interviewed in each household.

A total of 255 interviews were completed, 87 in Kingston, 68 in Bridgewater, and 100 in the Derwent Valley (of which 54 were in New Norfolk and 46 were in the surrounding district). These sample sizes were limited by the resources available for the research, and this limitation must be taken into account in interpreting the data obtained from the household survey. For this reason standard errors of proportion were calculated for selected data, and 95% confidence intervals for some of the results were derived from those standard errors, and are reported with the results of the

1. 1976 Census data indicated that the proportions of multiple-household dwellings in the three study areas were: Kingston, 10.4%; Bridgewater, 0.3%; Derwent Valley, 5.3%. These consisted mostly of two-household dwellings.

household survey in Appendix 10.¹ These confidence intervals are important for the interpretation of the results to be reported in the following chapters.

There was an over-representation of female respondents in all three sample groups. Females comprised 83.9% of the sample in Kingston, 79.4% of the sample in Bridgewater, and 64.0% of the sample in the Derwent Valley. This over-representation of women is a common characteristics of household surveys such as this, where for administrative reasons many interviews have to be conducted during the day. It is a factor which must be taken into account when interpreting and generalising from data in reference to the population of the study areas.

Response rates for the three study areas were 73.1% for Kingston, 78.2% for Bridgewater and 75.2% for the Derwent Valley. Most of the cases of non-response were due to non-contact with a household after three interview call-backs at different times. Further details of the sampling and response rates are contained in Appendix 3. The rates for refusals

1. See pages 348-352.

and "not at home" are within reasonable expectations. Age of respondent was not asked, but interviewers were required to estimate the age group of each respondent. An inspection of the tabulated age estimates, as reported in Appendix 4, indicated that there were no gross discrepancies in age distribution between the respondents and the adult populations of the areas concerned.

The interview schedule

The interview schedule used for the household survey is reproduced in Appendix 6. Prior to administration the schedule was pretested using twenty-one respondents randomly sampled from the three study areas, following which several changes in the wording and ordering of items were made.

The schedule sought definitions of social need from both a "needs of" and a "needs for" perspective, and therefore contained some open ended questions seeking respondents' views of the needs of the community, as well as closed questions seeking a number of responses relating to the needs for the four identified services (public transport, child care, personal counselling and community development workers) in that community. It was thought to be important to give respondents an opportunity to respond to an open ended question before their attention had been drawn to the specific services under study, and also to determine the extent to which a discussion of needs for particular services would affect the respondents' views of the overall needs of the area. Hence open ended questions, using different wording, were placed at both the

beginning and the end of the interview schedule.

There were several questions about each of the four specific services, to determine definition from a "needs for" perspective. For each service, respondents were first asked questions about knowledge and personal utilisation of services, such as might be found in a "needs survey". This was to determine whether individually perceived need was a significant factor in determining social need judgements. In each case these were followed by three standard questions; the first simply asked whether there was a need for the particular service in the area, the second asked respondents to rank that need on a five point priority scale, comparing it with the other needs of the community, and the third asked respondents to compare the need for the particular service in their community with the need in other areas in Tasmania. The respondents were then asked to rank the four specific "needs" in order of importance for their locality.

These four different questions seeking "needs for" definitions were designed to vary the frame of reference for comparative judgements, which was identified in Chapter 5 as being a potentially important determinant of the judgement of social need. In the first question the context is not specified, in the second it is the other perceived needs of the same community, in the third it is the same need in other communities, and in the fourth it is the other specific needs being studied.

Several other items were included in the schedule, namely questions about length of residence, the perceived overall level of "need" in the community, satisfaction with living in the area, and the advantages and disadvantages of the particular community as a place to live. The interview schedule concluded with some questions eliciting information about household type, number of cars used by people in the household, and the occupation of the principal income earner and of other employed people. These were required for purposes of cross-tabulation of results.

The schedule was coded for computer analysis. The analysis involved the tabulation of frequencies for the variables in the three study areas, cross-tabulations between a number of variables in the three areas, and also some further cross-tabulations using the total number of respondents in the three areas as a single group. Tau correlations were calculated to measure the relationships between a number of the cross-tabulated variables. The results of the household survey are presented and discussed in Chapter 8.

The Caretaker Survey

A survey was also conducted with a number of caretakers in each locality. By its very nature, a caretaker population is small and cannot be clearly differentiated, so it cannot be sampled according to a normal random sampling approach. The technique used was a form of snowball sampling (Black & Champion, 1976: 307), where individuals with a significant caretaking function were selected from each locality on the basis of the personal knowledge of the researcher,

and these people in turn were asked to name other significant caretakers. Some attempt was made to ensure that each group of caretakers was similarly constituted, for example each group contained a high school principal, a primary school principal, the warden (elected local government leader, the equivalent of mayor), shire clerk, a local member of state parliament, a child welfare officer and a school social worker. However it was not possible to keep the three groups completely similar. For example, the social worker attached to the Community Health Centre at Bridgewater was clearly an important caretaker in the Bridgewater community, and was included in the survey, but as there are no Community Health Centres in Kingston or the Derwent Valley, a similar person could not be included for the other two samples. Other categories included in one or two of the caretaker groups, but not all three, were federal politicians, local politicians, clergymen, social workers, state government officials, and family day care co-ordinators. In all there were twelve caretakers interviewed in Kingston, thirteen interviewed in Bridgewater, and twelve interviewed in the Derwent Valley. The precise composition of the three groups is indicated in Appendix 5.

Because of the relatively small numbers in each caretaker group, and because of the fact that the composition of the three groups was not strictly comparable, there must be some degree of caution in the interpretation of the results of the caretaker survey.

The caretakers were interviewed during the same time period

that the household survey was conducted, namely during September and October of 1978. There were no instances of refusal to be interviewed, and indeed most caretakers expressed considerable interest in the research, and were prepared to talk at length about their perceptions of the needs of the respective communities. Several expressed particular interest in finding out the extent to which their perceptions coincided with those of the population samples, thereby underlining the importance of the distinction between population defined need and caretaker defined need. Because of the general level of interest, summaries of some of the data from the household survey were made available to the caretakers who had participated, and to others who had shown an interest.

The interview schedule used with the caretakers is reproduced in Appendix 7. As the judgements required of the caretakers were essentially the same as those required of the population, and as it was desired to make comparisons between the results of the two surveys, the interview schedule was based as closely as possible on that used in the household survey, and the wording of many of the questions seeking judgements of social need was identical. Questions relating to service knowledge and utilization were considered inappropriate, and were not included in the caretaker interview schedule. Questions relating to satisfaction, and to advantages and disadvantages, requested caretakers to estimate the perceptions of the population, rather than to offer their own perceptions.

Three additional questions were included, which were designed to give some indication as to whether the caretakers could

be classified as internal or external caretakers, by asking whether they had lived in the relevant community, or in a similar kind of community, how well they thought they knew the needs of the community, and whether they identified with the residents of the particular community in terms of their background, beliefs and values.

Because of the small number of caretakers in each group, the data were analysed manually rather than using a computer as was done for the household survey. The results of the caretakers survey are presented in Chapter 9.

Census Analysis

The analysis of census data is a common tool for social planners in the assessment of need, and hence it was seen as an important way of determining inferred need. With inferred need the judgement of need is made by the researcher, and therefore the purpose of the census analysis was to collect and analyse data in such a way that a need judgement might reasonably be inferred. The 1976 census was the closest in time to the study period (the latter half of 1978), and data from this census, available at the level of collectors' districts, were used. Lists of census variables were compiled, on an intuitive basis, as being likely indicators of "need" for each of the four selected services. These variables were used as the basis for the two forms of analysis described later in this section. The full lists of variables are reproduced in Appendices 8 and 9.

Some variables which were included in the analysis relate to the extent to which a particular "need" is met. Examples of such variables are the percentage of the labour force who travel to work by public transport, and the percentage of children under five years old who are minded at a child care centre. These variables were treated as negative indicators of need. This was based on the assumption that needs research is primarily concerned with defining "unmet needs", and to the extent that "needs" are "met" by existing services they are not generally defined as needs that might be said to "exist".

Clearly the selection of the variables implies certain judgements about what constitutes "need". This is in fact part of the process of making a need judgement in the case of inferred need. A number of the assumptions inherent in the selection of the variables for study are clearly questionable, and different need researchers would presumably select different groups of variables. The selection was basically intuitive, as an attempt was made simply to define lists which might be typical of those used by needs researchers in designing needs studies. Such value assumptions and intuitive judgements are inevitable in a study like this, just as they are implicit in the selection of variables for analysis in social indicator studies (see Smith, D., 1973; Edwards, 1975).

For the purposes of analysis it was clearly necessary to obtain some comparative data, so that the characteristics of the three areas could be compared with the characteristics of other areas of similar size, and with Tasmania as a whole. For this

purpose it was decided that census subdivisions would be the most appropriately sized unit for analysis, as these are roughly comparable in size with the three areas studied. There were 84 census subdivisions in Tasmania for the 1976 census, ranging in population size from 312 to 10,125. The populations of the three areas studied, in 1976, were:

Kingston:	6,223
Bridgewater:	2,750
Derwent Valley:	11,571

As the population of the Derwent Valley was larger than any subdivision in Tasmania, for the purpose of the analysis it was divided into two areas, the town of New Norfolk and the rural Derwent Valley. The analysis thus examined four areas, with populations as follows:

Kingston:	6,223
Bridgewater:	2,750
New Norfolk:	6,679
Rural Derwent Valley:	4,892

Values for the selected variables were computed for these areas, for Tasmania as a whole, and for all census subdivisions in Tasmania with the following exceptions: two subdivisions were omitted from the analysis, as they were wholly contained within the areas defined as New Norfolk and the Rural Derwent Valley, and four subdivisions were reduced in size, removing from them areas defined as within Kingston (two subdivisions), Bridgewater (one subdivision) and the Rural Derwent Valley (one subdivision).

Thus the analysis involved 86 areas in Tasmania, four of which were the defined study areas. These 86 areas had a mean population of 4677.80, and a standard deviation of 2860.06; the four study areas therefore all have populations within one standard deviation of the mean. The relative positions of the study areas within the group of 86 areas could be calculated for the selected variables.

Means and standard deviations for each of the variables listed in Appendix 8 were computed, so that the value of the selected variables in each of the four study areas could be expressed as a z score. This enabled the "summation of z scores" technique to be used in analysis (Smith, D., 1973). With this method the variables are expressed numerically in such a way that they all have the same "direction", in other words a high score in each case would indicate a high level of "need". The computed z scores for a variable list are then summed to provide an overall index, positive or negative, of "need". This was done for the four lists of variables reproduced in Appendix 8, corresponding to the four services selected for study.

A further analysis was undertaken, with the variables listed in Appendix 9, using principal components analysis to determine the relationship between the selected variables in an attempt to develop some form of composite index of "need". This was done with five different lists of variables, one related to social need in general, and one related to each of the four services selected. These lists are not identical to the lists used for the summation of

z scores technique. This is because it was felt necessary to have the same number of variables in each group for the summation of z scores, so that the sums of the four lists of z scores could be compared with each other (otherwise an indication of "need", shown by a positive score, would be exaggerated in a list containing a greater number of variables). This restriction was not required for the principal components analysis, and therefore the variables were selected purely on their intuitive appeal as potential indicators of "need". Similarly the direction of a variable, namely whether a high score or a low score is an indication of "need", does not have to be determined prior to the analysis, because the statistical procedure will take account of both positive and negative correlations.

In each case the technique used was principal factoring without iteration, using the varimax rotation method. Scores were calculated for each of the four study areas on each of the identified factors for each analysis, thereby providing further measures of "need". This is a much more sophisticated technique than the summation of z scores, as it enables one to assess how variables may cluster together, and makes it possible to identify several independent indices of "need" in each case.

The results of the analysis of census data, using both the techniques outlined in this section, are presented in Chapter 10, as part of the assessment of inferred need.

Analysis of Agency Service Statistics

To assist with the assessment of inferred need, data were obtained from several social agencies concerning the extent of service requested or provided to each of the three localities.

The Tasmanian State Office of Child Care acts as a central reference point for child care enquiries. The Office does not keep records of the number of enquiries received, but for this research the staff of the Office agreed to monitor the number of enquiries about child care received from the three specific areas for the month of October 1978. The co-ordinators of the Family Day Care schemes at New Norfolk and Bridgewater undertook similar monitoring for that month.

To obtain a picture of the general level of service provision, several agencies in Hobart were asked to make available statistics or records for the period July 1st to December 31st, 1978. Not all the agencies which were approached agreed to make the relevant information available, and in other cases the agency records were not kept in such a way that the relevant data could be readily retrieved. Unfortunately it was not possible to obtain data from some significant voluntary agencies offering personal counselling services, even though this would obviously have been of particular value. The information was therefore not as complete as was hoped, but despite practical difficulties data were obtained for each of the study areas as follows, in addition to the requests for child care mentioned above.

Department of Social Welfare District Office: data on the number of juvenile court appearances, and the number of single mothers receiving assistance

Royal Hobart Hospital Social Work Section: data on the number of active cases

Mental Health Services Commission: data on the number of admissions to the various facilities

Probation and Parole Service: data on the number of active cases

In the case of the Mental Health Services Commission, the retrieval of data was an extremely complex and time consuming process, because of the nature of the record keeping system, and because of the various measures taken by the Commission to safeguard confidentiality. It was not possible to obtain the complete data, and therefore a sample was taken for analysis, consisting of approximately one third of the admissions for the relevant period.

The results of this analysis of agency service data are presented in Chapter 10, as part of the assessment of inferred need.

Newspaper Monitoring

In order to provide further data for the assessment of inferred need, and to determine the extent of media coverage of the

four selected service areas, the newspaper *The Mercury* was monitored for the six month period, July 1st to December 31st, 1978. *The Mercury* is the only daily newspaper based in Hobart, and is distributed widely in all three localities. News items, features, editorials and letters to the editor were monitored, and any reference to the four service areas was noted. Also reference to any of the three localities was recorded, as long as this was related in some way to social provision, social problems, community life, local politics, social trends, and similar topics. News items reporting, for example, the fortunes of the New Norfolk football team, or the stock prices at the sale yards near Bridgewater, were not included in the analysis. Items were classified according to whether the reporting was positive or critical in intent, or whether it was merely the report of an incident with minimal journalistic comment. Items were also classified according to whether or not they could be interpreted as statements of social need. The results of this analysis are presented in Chapter 10.

Conclusion

It must again be emphasised that this study required a number of different methodologies to be used, and for the required scope to be achieved it was necessary to emphasise breadth of coverage at the expense of a degree of depth of analysis. Ideally this study would have incorporated further analysis of interview data, larger samples of caretakers, more detailed and extensive analysis of census data, more extensive statistics of agency service provision, and more developed techniques of content analysis of

newspaper and other media coverage. However the exploratory nature of the study required that some degree of depth be sacrificed in the interests of a broad ranging research strategy.

The next three chapters report the results of the research, organized around the three different sorts of need statements defined in the model outlined in Chapter 4. Chapter 8 deals with population defined need, Chapter 9 with caretaker defined need, and Chapter 10 with inferred need.

CHAPTER 8

POPULATION DEFINED NEED

In this chapter the first of the three forms of need definition, namely population defined need, will be examined in the light of the findings of the research. It will be recalled that population defined need statements are statements of need that are seen to have been made by the population of the community concerned.

In this study, the methodology used for determining population defined need was the household survey, and therefore it is the results from this survey which will be presented and discussed. Only the data of particular importance for the discussion are reproduced in this chapter in tabulated form, but the tabulated frequencies obtained from all the items of the interview schedule are reported, for all three study areas, in Appendix 10.

Some preliminary conclusions will be drawn about the nature of population defined need, and some comparisons will be made between the three study areas, between the perceived need for the four services, and between the responses to the different questionnaire items designed to assess population defined need. In the following chapters these results will be compared with the assessments of caretaker defined need and inferred need, and the significance of these results for the research propositions developed in

Chapter 5 will be discussed in Chapter 11.

A distinction has been drawn between the determination of need statements using a "needs of" approach, where respondents are asked questions about the needs of the community, and a "needs for" approach, where respondents are asked to judge the extent of a need for a particular service. The interview schedule for the household survey was designed to achieve both ends, and included both open-ended questions of the "needs of" variety, and specific questions relating to judgements of "needs for" particular services. In this chapter, the results relating to "needs of" judgements are presented first, followed by the results relating to "needs for" judgements.

Population Defined Assessment of "Needs Of" The Study Areas

Four open-ended questions were included in the interview schedule, relating to perceived "needs" of the area concerned. These were:

Question 2: "What would you say are the most important needs of the community at this time?"

Question 27: "What would you say are the main advantages of living in?"

Question 28: "What would you say are the main disadvantages of living in?"

Question 29: "If the government was prepared to give some money to be spent on meeting the needs of the

community, how do you think that money should be spent?"

In each case, up to three offered responses were recorded, and if fewer than three were offered a follow-up question was asked in a further attempt to elicit three responses. The tabulated results are reported in Appendix 10.

The first comment to be made on the responses to these questions is a note primarily of methodological interest. Question 2, about needs, was asked at the beginning of the interview schedule, whereas the others were asked at the end, following the specific questions about public transport, child care, personal counselling and community development. However there is no evidence that the results of questions at the end of the schedule were "contaminated" by this, and the four services specifically studied do not appear any more strongly in the responses to the later questions than in the responses to question 2.

Three of the open-ended questions could be regarded as asking about needs; question 2 explicitly, and questions 28 (disadvantages) and 29 (government spending priorities) implicitly. Similar trends can be seen in the responses to all three questions.

Of the four specific services studied, public transport is the only one to emerge significantly in the responses to these open-ended questions. The remaining three services were mentioned only rarely, and for the purposes of tabulation were subsumed under

other categories. Public transport was identified more strongly as a need by respondents in the Kingston sample than by respondents in the other sample groups.

Some needs were identified strongly in some areas and not in others. For example recreational needs were emphasised in Bridgewater, needs for facilities such as roads, guttering and foot-paths figured prominently in Kingston and the Derwent Valley, and the need for provision of employment was also seen as important in the Derwent Valley. Obviously variation in levels of provision of the relevant facilities and services is at least partly responsible for these results.

The *extent* to which respondents defined need in response to these open-ended questions varied little from one area to another. This is evident in the results reported in Table 8.1, which shows the mean number of responses to the open-ended questions for each sample group. The three questions relating to need, namely questions 2, 28 and 29 show very little variation in this regard.

By contrast, there was more variation in the number of responses offered to question 27, about the advantages of living in the particular community. Respondents in the Kingston and Derwent Valley samples appear to be much more able to identify advantages associated with their locality than do the respondents in the Bridgewater sample. However the pattern of responses to this question does not vary markedly between areas. In all three samples the area's

TABLE 8.1
MEAN NUMBER OF RESPONSES TO OPEN-ENDED QUESTIONS
FOR EACH STUDY AREA ¹

	Kingston	Bridgewater	Derwent Valley
Question 2 (needs)	1.67	1.54	1.83
Question 27 (advantages)	2.05	0.98	1.94
Question 28 (disadvantages)	1.06	1.17	1.37
Question 29 (spending priority)	1.61	1.62	1.69

natural beauty and other other environmental factors were most frequently identified as the advantages of living in the particular community.

One other question in the interview schedule, namely question 25, can be regarded as seeking a definition of "needs of" rather than "needs for", in Gates' terms. This question asked: "Would you say that overall, compared with other communities in Tasmania, the community has a high, low or about average level of need?". It therefore deals with a general approach to "need", rather than specifically seeking to assess the perceived "needs" for public transport, child care, personal counselling or community development workers. The results obtained from this question are reported in Table 8.2.

1. As indicated in Chapter 7, the results reported in this chapter must be interpreted in the light of the relatively high standard errors associated with small sample sizes. 95% confidence levels for selected data are indicated in Appendix 10, pp 348-352.

TABLE 8.2
RESULTS FOR QUESTION 25 ON COMPARATIVE PERCEPTIONS
OF OVERALL NEED

	<u>Kingston</u> Percentage Response	<u>Bridgewater</u> Percentage Response	<u>Derwent Valley</u> Percentage Response
High	25.3	36.8	17.0
Low	6.9	2.9	5.0
About Average	57.5	50.0	55.0
Don't Know	10.3	10.3	23.0
Total	100.0 (N=87)	100.0 (N=68)	100.0 (N=100)

The majority of respondents, regardless of area, saw their community as having an "about average" level of need, with a number seeing it as having a high level of need, and relatively few seeing their community as comparatively advantaged. The difference between the three areas is not statistically significant ($\chi^2 = 11.71$, d.f.=6, $p > .05$), despite the different characteristics of the three communities.

Question 26 read as follows: "Overall, how satisfied are you with living in Would you say you were: very satisfied, fairly satisfied, neither satisfied nor dissatisfied, fairly dissatisfied or very dissatisfied?" The reason for including this item in the interview schedule was to see whether need definition was related to degree of satisfaction, as suggested or implied by

studies of "subjective", as opposed to "objective", social indicators. The results of the question are reported in Table 8.3.

TABLE 8.3
RESULTS FOR QUESTION 26, ON LEVEL OF SATISFACTION

	<u>Kingston</u> Percentage Response	<u>Bridgewater</u> Percentage Response	<u>Derwent Valley</u> Percentage Response
Very Satisfied	64.4	39.7 ¹	55.0
Fairly Satisfied	32.2	38.2	30.0
Neither Satisfied nor Dissatisfied	2.3	2.9	5.0
Fairly Dissatisfied	1.1	5.9	5.0
Very Dissatisfied	0.0	13.2	5.0
Total	100.0 (N=87)	99.9 (N=68)	100.0 (N=100)

Although for all three communities there is a heavy weighting towards the "satisfied" end of the scale, this trend is most marked in Kingston and least evident in Bridgewater. To test the significance of this trend using χ^2 it was necessary to reduce the number of categories on the scale to three, because of the low frequencies of the three lowest categories. With the three lowest categories combined together, the variation in the results is significant at the .01 level suggesting that there is a significant difference between the three areas in the extent of reported satisfaction with living in the locality ($\chi^2 = 15.93$, d.f.=4, $p < .01$).

1. Standard error of proportion for "very satisfied" responses for Bridgewater is 5.9%. 95% confidence interval is therefore $5.9 \times 1.96 = \pm 11.56\%$.

Whether level of personal satisfaction can be equated with perception of social need is a questionable assumption, and the difference between this result and the result reported in Table 8.2, where there was no significant difference between areas on perception of overall level of need, is an indication that this assumption should be treated with some caution.

Population Defined Assessment of "Needs For" Particular Services

It will be recalled that the interview schedule contained, for each type of service (public transport, child care, personal counselling and community development workers), four items asking the respondent to make a need judgement. This was because of the importance, identified in Chapter 5, of the comparative frame of reference of need judgements as a potentially significant determinant of social need statements. The four questions were:

- (i) a question on the *existence of need*, namely "Do you think there is a need for in the community?"
- (ii) a question on the *priority* of the perceived need within the community, namely "For the community as a whole, how important is this need in terms of all the needs of the area?" Respondents were asked to indicate the priority on a five-point scale, from "very high priority" to "very low priority"
- (iii) a question on *comparison* with other communities, namely

"If we compare the need for in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?"

- (iv) a question which asked for the four services to be ranked in order of priority, namely "Now, could you please rank the four needs we have talked about in the order in which you think they are most important in?"

For convenience, in the following discussion these will be referred to as the questions on *existence of need*, *priority of need*, *comparison of need*, and *rank of need* respectively.

Table 8.4 presents a score for each of these need questions, for each type of service, in each of the three study areas. The scores were determined as follows:

- (i) For *existence of need*, the score represents the percentage of all respondents who identified the "need" as existing, by answering "yes" to the question.
- (ii) For *priority of need*, responses on the five point scale were scored as follows: very high priority = +2, fairly high priority = +1, neither high nor low priority = 0, fairly low priority = -1, very low priority = -2. A

mean score was then calculated, excluding "don't know" responses.

- (iii) For *comparison* of need, a similar method was used as for priority of need, with responses identifying a higher than average level of need in the community being scored +1, a lower than average level -1, and "about the same" being scored zero. Again mean scores were calculated.
- (iv) For *rank* of need, the figure in the table again represents a mean score. A rank of 1 was scored 4, a rank of 2 scored as 3, a rank of 3 scored as 2, and a rank of 4 scored as 1. This was done so that a high score represents a stronger identification of need, consistent with the direction of the scoring on the other questions, to avoid confusion.

Thus each of the scores is presented in a different way: a percentage, and means on scales of -2 to +2, -1 to +1, and +1 to +4. The scores therefore cannot be directly compared with each other, although trends in the different areas, shown by patterns of variation, can be compared.

A number of trends are apparent from this table. First it must be noted that there seems to be a general tendency for people to define need, where given the opportunity. On the questions relating to existence of need, scores in every case are over 50%,

TABLE 8.4

SCORES FOR NEED QUESTIONS, BY AREA AND TYPE OF SERVICE

Number of relevant item in interview schedule shown in parenthesis

	<u>Kingston</u> N=87	<u>Bridgewater</u> N=68	<u>Derwent Valley</u> N=100
<u>Scores for Existence of Need</u> (percentage identifying need)			
Public Transport (5)	91.95	66.18	64.00
Child Care (11)	63.21	58.82	56.00
Personal Counselling (16)	56.32	63.23	63.00
Community Development (21)	78.16	82.35	56.00
<u>Scores for Priority of Need</u> (mean of 5 point scale)			
Public Transport (6)	+1.09	+0.49	+0.30
Child Care (12)	+0.87	+0.78	+0.35
Personal Counselling (17)	+0.27	+0.31	+0.49
Community Development (22)	+0.69	+0.69	+0.54
<u>Scores for Comparison of Need</u> (mean of 3 point scale)			
Public Transport (7)	+0.45	+0.05	+0.20
Child Care (13)	+0.31	+0.35	+0.05
Personal Counselling (18)	-0.17	+0.24	+0.33
Community Development (23)	+0.11	+0.57	+0.14
<u>Scores for Rank of Need</u> (mean of inverse rank)			
Public Transport (24)	3.37	2.73	2.62
Child Care (24)	2.70	2.90	2.70
Personal Counselling (24)	1.77	1.95	2.34
Community Development (24)	2.33	2.43	2.41

in other words more than half the sample surveyed identified the need as existing, regardless of the type of service or community. Similarly all scores for priority of need, and all but one for comparison of need, are positive rather than negative. The only negative score is one for personal counselling services in Kingston (-0.17), the most stigmatised of the four services in the most advantaged of the three communities. Similar observations of course cannot be validly made for the scores for rank of need, as with each area these scores are not independent of each other.

These results tend to suggest that in most instances, if a researcher asks population samples to make a judgement on whether a particular service is needed, he is likely to obtain an affirmative response. This is so even when, as in the case of three of the four services studied, that service is not identified as a "need" when the open-ended "needs of" approach is utilised. Such a result may be seen as a methodological issue, highlighting the importance of the construction of questionnaire items in determining responses. However it can also be interpreted at a more theoretical level in terms of a judgement of need being affected by the social context within which that judgement is made, and by the frame of reference adopted by the need definer.

An examination of Table 8.4 indicates that on three of the four measures, public transport in Kingston is the most strongly identified need; for comparison of need it is the second strongest after community development in Bridgewater. Similarly personal

counselling in Kingston is the least strongly identified need on three of the four measures; on the fourth measure, existence of need, it is only fractionally stronger than child care and community development in the Derwent Valley.

There appears to be a tendency for the Kingston sample to discriminate more between the four services, than is the case in the other two communities, particularly in the Derwent Valley where little distinction is apparent between the stated needs for public transport, child care, personal counselling or community development on any of the four measures.

Further comparisons between the areas are possible when the scores from Table 8.4 are ranked between areas, so that the differences between the three study areas can be highlighted. The resulting ranks are reported in Table 8.5, which indicates the order of strength of definition of need among the three areas for each item about each of the four services. In the case of each item, the area showing the strongest support of need is given a rank of 1, the next strongest 2, and the weakest 3. So for example the first line shows that, for the question on existence of need for public transport, the proportion of the Kingston sample identifying it as a need is greater than the proportion in Bridgewater, which in turn is greater than the proportion in the Derwent Valley. It must be noted that this comparison between the three study areas, as indicated in Table 8.5, is a result of the analysis of the data from the three samples, and is not derived from actual judgements on the part of the respondents. The interview schedule did not request respondents to compare the three study areas with each other.

TABLE 8.5
COMPARISON BETWEEN THE THREE STUDY AREAS (RANK ORDER)
FOR EACH NEED ASSESSMENT ITEM

Number of relevant question shown in parenthesis

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
<u>Public Transport</u>			
Existence of Need (5)	1	2	3
Priority of Need (6)	1	2	3
Comparison of Need (7)	1	3	2
Rank of Need (24)	1	2	3
<u>Child Care</u>			
Existence of Need (11)	1	2	3
Priority of Need (12)	1	2	3
Comparison of Need (13)	2	1	3
Rank of Need (24)	2.5	1	2.5
<u>Personal Counselling</u>			
Existence of Need (16)	3	1	2
Priority of Need (17)	3	2	1
Comparison of Need (18)	3	2	1
Rank of Need (24)	3	2	1
<u>Community Development</u>			
Existence of Need (21)	2	1	3
Priority of Need (22)	1.5	1.5	3
Comparison of Need (23)	3	1	2
Rank of Need (24)	3	1	2

It can be seen that public transport is most strongly identified in Kingston, receives next strongest support in Bridgewater, and weakest support in the Derwent Valley. Child Care appears to be about equally supported in both Kingston and Bridgewater, and least supported in the Derwent Valley. Personal counselling services are most strongly identified as a need in the Derwent Valley, less so in Bridgewater, and still less in Kingston. Community development workers, on the other hand, emerge most strongly as a need in Bridgewater, with support about equal in Kingston and the Derwent Valley.

Clearly different types of services show different patterns of support in the different localities. The significance of these differences will be discussed in Chapter 11, in relation to the propositions derived in Chapter 5 relating to type of service, and its possible effect on the judgement of need.

If the absolute scores in Table 8.4 for different services are analysed within each area, it is possible to determine which service received the highest score for each area. This is indicated in Table 8.6. Again it should be stated that the rankings are derived from the absolute scores of each discrete assessment of perceived need for a specific service, and are not the result of a ranking exercise by respondents.

Table 8.6 indicates the order in which the four services can be ranked, for each type of need question, in each area. In each case the service (public transport, child care, personal counselling

TABLE 8.6

COMPARISON BETWEEN THE FOUR SERVICES (RANK ORDER)
FOR EACH NEED ASSESSMENT ITEM

	<u>Public Transport</u>	<u>Child Care</u>	<u>Personal Counselling</u>	<u>Community Development</u>
<u>Kingston</u>				
Existence of Need	1	3	4	2
Priority of Need	1	2	4	3
Comparison of Need	1	2	4	3
Rank of Need	1	2	4	3
<u>Bridgewater</u>				
Existence of Need	2	4	3	1
Priority of Need	3	1	4	2
Comparison of Need	4	2	3	1
Rank of Need	2	1	4	3
<u>Derwent Valley</u>				
Existence of Need	1	3.5	2	3.5
Priority of Need	4	3	2	1
Comparison of Need	2	4	1	3
Rank of Need	2	1	4	3

or community development) receiving the strongest support is given a rank of 1, the next strongest service 2, the next 3, and the weakest 4. Thus for example the top line indicates that in Kingston a greater proportion of the sample identified a need for public transport than identified a need for community development workers, which in turn was a greater proportion than those identifying child care as a need, which in turn was greater than the proportion identifying a need for personal counselling services.

The significant conclusion to be drawn from this table is that in the Kingston sample there appears to be a clear consistency in the results, which is not evident in the other two samples. For example, in Kingston public transport emerges as the strongest of the four "needs" on all the questions, while in Bridgewater child care and community development each are identified as the strongest need on two different questions, and in the Derwent Valley each of the four "needs" is identified by one question as stronger than the other three. This is related to the point made in the discussion of Table 8.4, that the spread of scores is greater in Kingston than in the other two areas. However it is not only the spread of scores that is of significance, but also the consistency which is shown in that spread. There certainly appears to be a difference between Kingston and the other two areas in the pattern of need definitions as indicated in the responses to the different questions, with respondents in Kingston appearing to show more consistency in their judgements, and more discrimination between the four services. This point will be considered further in Chapter 11, when the findings of the research will be related to the propositions about need statements

developed in Chapter 5. This result clearly has a bearing on a consideration of the importance of social class as a determinant of need judgement.

Characteristics of the Individual Assessment of Need
in the Three Study Areas

The results of the household survey can also be used to examine some of the characteristics of individual need judgements in the three study areas. One question which can be considered is whether respondents from the three samples who identify one "need" also tend to identify other "needs", or whether such judgements are independent of each other. In order to test whether in fact there was a difference between the three areas in the extent to which "needs" for the four services were discriminated, correlations between items were computed, as indicated in the matrices in Table 8.7. The method of correlation used was the calculation of Kendall's tau c, which is a measure of association of two variables expressed as ordinal data. The matrices in Table 8.7 show the correlations between judgements of need for the four different services, on questions determining existence of need, priority of need and comparison of need. Correlations for rank of need were not computed because of the lack of independence of the scores from each other, as was noted above. Thus for example the first cell in the first matrix indicates that in Kingston and the Derwent Valley the correlations between the definition of public transport as a need, and the definition of child care as a need were not statistically significant. However in Bridgewater this correlation was +.302.

TABLE 8.7

CORRELATIONS BETWEEN DEFINITIONS OF "NEED" FOR THE DIFFERENT SERVICES, IN EACH AREA,
FOR QUESTIONS ON EXISTENCE OF NEED, PRIORITY OF NEED, AND COMPARISON OF NEED

Figures are Kendall's tau c correlation coefficients. Coefficients not significant at the .05 level are shown as n.s.

Relevant question numbers from the interview schedule are shown in parenthesis.

Table 8.7a

Existence of Need

	Child Care (11) Kngstn Bwtr DrwntV.	Personal Counselling (16) Kngstn Bwtr DrwntV.	Community Development (21) Kngstn Bwtr DrwntV.
Public Transport (5)	n.s. .302 n.s.	n.s. n.s. n.s.	n.s. n.s. n.s.
Child Care (11)		n.s. n.s. n.s.	n.s. n.s. .369
Personal Counselling (16)			.277 .246 .328

Table 8.7 continued

Table 8.7b

Priority of Need

	<u>Child Care (12)</u> Kngstn Bwtr DrwntV.	<u>Personal Counselling (17)</u> Kngstn Bwtr DrwntV.	<u>Community Development (22)</u> Kngstn Bwtr DrwntV.
Public Transport (6)	n.s. n.s. .358	.319 n.s. .172	n.s. n.s. n.s.
Child Care (12)		n.s. .297 .334	n.s. n.s. .322
Personal Counselling (17)			n.s. n.s. .270

Table 8.7c

Comparison of Need

	<u>Child Care (13)</u> Kngstn Bwtr DrwntV.	<u>Personal Counselling (18)</u> Kngstn Bwtr DrwntV.	<u>Community Development (23)</u> Kngstn Bwtr DrwntV.
Public Transport (6)	.236 n.s. n.s.	n.s. n.s. n.s.	.207 n.s. n.s.
Child Care (13)		n.s. n.s. n.s.	.341 n.s. n.s.
Personal Counselling (18)			n.s. n.s. n.s.

Table 8.7 allows us to determine whether respondents are talking about "need" in general, or whether they are making distinctions between the "needs" for the four services selected for study. The correlation coefficients in Table 8.7 are generally low in all three areas, and most of them are not significant at the .05 level, which indicates that in general the people in the samples are discriminating between the "needs" for the different services, and that people who identify one "need" as existing or of high priority are not necessarily more likely to define another "need" as existing or being of high priority. Thus the initial conclusion drawn above, that people in Kingston seem to be able to discriminate more between the "need" for the four services, requires some modification. While it is clear that people in Kingston identify some needs more strongly than others, and do so to a greater extent than do people in Bridgewater and the Derwent Valley, this is not because they discriminate more clearly between the four different services, but rather indicates that their perceptions of the differences between the level of "need" for the four services are greater, and are more strongly expressed.

Another indication of the extent to which people in the three areas are distinguishing between "need" in general and the "need" for the four specific services, is demonstrated in Table 8.8. This reports tau c correlations between the results of the items on comparison of need (" . . . would you say there was more need, less need or about the same level of need for this service in than in Tasmania generally?") and the results of question 25, which

asked the same question in relation to "need" in general ("Would you say that overall, compared with other communities in Tasmania, the community has a high, low or about average level of need?").

TABLE 8.8

CORRELATIONS FOR THE THREE AREAS BETWEEN THE RESULTS OF ITEMS ON COMPARISON OF NEED FOR SPECIFIC SERVICES AND THE RESULTS OF THE ITEM ON COMPARATIVE NEED IN GENERAL

Figures are Kendall's tau c correlation coefficients.

Coefficients not significant at the .05 level are shown as n.s.

Relevant question numbers from the interview schedule are shown in parenthesis.

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
Public Transport (9)	.219	n.s.	n.s.
Child Care (13)	n.s.	.230	n.s.
Personal Counselling (18)	n.s.	n.s.	n.s.
Community Development (23)	.308	.502	n.s.

The results of this table generally support the above conclusion, that respondents in all three areas are able to distinguish between the specific needs and a general view of "need" as a whole. The exception to this trend is with the items regarding community development workers, where significant positive correlations were obtained in both Kingston and Bridgewater. As community development work can involve a wide variety of community problems, it is not surprising that respondents who identify a higher than average level

of "need" for community development workers also identify a higher than average level of "need" in general, and vice versa. In this regard, the statistically insignificant correlation for the Derwent Valley sample is a slight anomaly.

A further issue for consideration is the extent to which respondents are able to differentiate between the four questions about specific needs, namely the questions about existence of need, priority of need, comparison of need and rank of need. To explore this, a further set of tau correlations was calculated as presented in Table 8.9. Here it is the responses to the different questions about need which are correlated with each other, rather than the questions about the "need" for the four services. In this case rank of need is included, because the lack of independence between scores for different services does not affect the correlation with other questions about "need". The table indicates generally higher correlation coefficients than in Table 8.7, most of which are significant at the .05 level. This indicates that there is a tendency for people who identify need on one of these questions also to identify need for the same service in response to the other need questions. An examination of the wording of the items indicates that there is no necessary logical connection between them, for example it is quite consistent for a respondent to feel that child care may have a high priority among other local needs, even though there may be less need for child care in that locality than in other communities. It can be inferred that, while respondents are clearly able to distinguish between needs for different services, they are not as well able to discriminate between the specific questions about need, and

TABLE 8.9

CORRELATIONS BETWEEN RESPONSES TO QUESTIONS REGARDING EXISTENCE
OF NEED, PRIORITY OF NEED, COMPARISON OF NEED, AND RANK OF NEED
FOR EACH SERVICE IN EACH AREA

Figures are Kendall's tau c correlation coefficients. Coefficients not significant at the .05 level are shown as n.s.

Relevant question numbers from the interview schedule are shown in parenthesis.

Table 8.9a

Public Transport

	Priority of Need (6) Kngstn Bwtr DrwntV.	Comparison of Need (7) Kngstn Bwtr DrwntV.	Rank of Need (24) Kngstn Bwtr DrwntV.
Existence of Need (5)	.129 .685 .647	.111 .523 .385	.102 .260 .540
Priority of Need (6)		.212 .550 .370	.379 .280 .325
Comparison of Need (7)			.109 .260 .430

Table 8.9 Continued

Table 8.9b

Child Care

	Priority of Need (12) Kngstn Bwtr DrwntV.	Comparison of Need (13) Kngstn Bwtr DrwntV.	Rank of Need (24) Kngstn Bwtr DrwntV.
Existence of Need (11)	.370 .417 .641	n.s. .204 .468	n.s. .185 .367
Priority of Need (12)		.263 .372 .524	.353 .302 .289
Comparison of Need (13)			n.s. .353 .201

Table 8.9c

Personal Counselling

	Priority of Need (17) Kngstn Bwtr DrwntV.	Comparison of Need (18) Kngstn Bwtr DrwntV.	Rank of Need (24) Kngstn Bwtr DrwntV.
Existence of Need (16)	.406 .526 .618	n.s. .293 .250	.292 n.s. .341
Priority of Need (17)		.195 .415 .385	.454 .214 .282
Comparison of Need (18)			.194 .207 .264

Table 8.9 Continued

Table 8.9d

Community Development

	Priority of Need (22) Kngstn Bwtr DrwntV.	Comparison of Need (23) Kngstn Bwtr DrwntV.	Rank of Need (24) Kngstn Bwtr DrwntV.
Existence of Need (21)	.298 .229 .713	.131 .107 .460	.194 .118 .439
Priority of Need (22)		.307 .606 .419	.444 .512 .573
Comparison of Need (23)			.207 .826 .336

tend to be referring to the "need" for a particular service in a fairly non-specific way.

There is a clear tendency evident in Table 8.9 for the Kingston sample to show lower correlations than the other two samples, and for the Derwent Valley sample to show higher correlations. Table 8.10 indicates the number of cells in Table 8.9 for which each sample group shows the highest, middle or lowest tau correlation coefficient.

TABLE 8.10
INCIDENCE OF HIGHEST, MIDDLE AND LOWEST CORRELATION
COEFFICIENTS IN TABLE 8.9 FOR EACH STUDY AREA

	Highest Correlation	Middle Correlation	Lowest Correlation
Kingston	3	4	17
Bridgewater	8	10	6
Derwent Valley	13	10	1

This variation in distribution between the three areas is statistically highly significant ($\chi^2 = 26.0$, d.f. = 4, $p < .001$). It appears, then, that the tendency noted above for respondents not to distinguish between the different questions about need is less marked in Kingston than in the other two areas, and is most pronounced in the Derwent Valley. The distinction between Kingston and the other two areas is particularly strong, reinforcing the observation made earlier that the pattern of need definition in Kingston appears to be different from the pattern in the other two localities. Not only

do the respondents in Kingston show more differentiation between the four services, but they also distinguish more between the different types of questions seeking definition of social need.

The Individual Assessment of Need - Factors Not Related to
Type of Community

Some factors which may affect need judgement are not necessarily related to variations between different communities. These include individual characteristics such as knowledge of services, perceived personal need, service utilization, and social class (understood as an individual rather than a community attribute). Because it is not appropriate to test for spatial variation in the importance of these characteristics as determinants of need judgements, an analysis of the data was undertaken combining the three sample groups into one group of 255 respondents.

This group of course is not representative of the population in general, nor is it equally representative of the three study areas because of the differing sizes of the three sample groups. For this reason the results should be interpreted with some degree of caution, though it can be suggested that the group is sufficiently diverse (the three areas were initially chosen because of their different characteristics) that any trends which are present in the analysis are likely to be of some significance. However the combination of the three sample groups into one large group enables a broader base to be used for the exploration of specific propositions about the effect of individual variables, such as

service knowledge or utilization, on the judgement of need.

For each of the specific services (public transport, child care, personal counselling and community development), correlations were calculated between the results of each of the four questions about need and a number of other variables which were thought to be potentially influential in affecting the need judgement, of the kind commonly used in need studies. These related to such things as knowledge of services, service utilization, length of residence in the area and occupational status of the principal income earner. The purpose of this analysis was to see to what extent these variables were related to the judgement of social need.

The variables used were derived directly from various items in the interview schedule, except for occupational status. This was used as a crude indicator of social class, which has been identified in Chapter 5 as a potentially significant variable in the judgement of need. During the preliminary data analysis the responses to the question seeking occupation of principal income earner were coded according to the classification used by the Australian Bureau of Statistics in the analysis of census data. To obtain a measure of occupational status, these responses were then recoded into two categories, one being professional, administrative, technical and clerical occupations, and the other incorporating other occupational groups. Responses where the principal income earner was not employed, for example pensioners, retired people or the unemployed, were excluded. Thus the two groups were regarded as representing upper and lower occupational

status, for the purposes of the results reported in the following tables of correlations.

For each service, correlations were also calculated between the results of the various questions about need, yielding a correlation matrix for the whole sample group equivalent to those presented in Table 8.9 for each of the three separate study areas.

The results of this analysis for items relating to the need for public transport are shown in Table 8.11.

TABLE 8.11

CORRELATES OF JUDGEMENT OF NEED FOR PUBLIC TRANSPORT - TOTAL SAMPLE

Figures are Kendall's tau c correlation coefficients.

Coefficients not significant at the .05 level are indicated as n.s.

Relevant question numbers from the interview schedule are shown in parenthesis.

Table 8.11a

	Existence of Need (5)	Priority of Need (6)	Comparison of Need (7)	Rank of Need (24)
No. cars in household (8)	n.s.	n.s.	n.s.	n.s.
Current use of public transport (3)	n.s.	n.s.	n.s.	.141
Preferred use of public transport (4)	.353	.464	.264	.472
Length of residence in area (1)	n.s.	.114	n.s.	n.s.
Occupational status (C)	.172	.229	.219	n.s.

Table 8.11b

Priority of need (6)	.519		
Comparison of need (7)	.384	.387	
Rank of need (24)	.364	.354	.305

Table 8.11b indicates significant positive correlations between the four questions about need, consistent with the results reported in Table 8.9. An examination of Table 8.11a, reporting the correlations between these items and the other variables thought to be of potential relevance, suggests that number of cars owned or used by householders (question 8), extent of use of public transport by householders (question 3), and length of residence of respondents (question 1) have little relation to the definition of need for public transport. However the responses to question 4 - "Do you think people in this household would use public transport more often if it was more conveniently available to them?" - were significantly correlated with all four items about the definition of need for public transport. There seems in this case to be a significant tendency for people who can see a "need" in terms of their household members' use of public transport to be more likely to define this need as existing at a community level. Significant, though lower, correlations were also obtained with occupational status, indicating that the higher occupational status respondents were more inclined to define the need as existing. It is interesting that this trend is not evident in relation to the other three services studied (see below), and this result may be largely the result of the Kingston sample, which contained the largest proportion of higher occupational status respondents, also being the group which most strongly identified a need for public transport. This result by itself, therefore, is not sufficient to warrant a conclusion that social class variables affect the judgement of need for public transport but do not affect judgement of need for the other services.

The results of the analysis for items relating to the need for child care services are reported in Table 8.12.

TABLE 8.12

CORRELATES OF JUDGEMENTS OF NEED FOR CHILD CARE - TOTAL SAMPLE

Figures are Kendall's tau c correlation coefficients.

Coefficients not significant at the .05 level are shown as n.s.

Relevant question numbers from the interview schedule are shown in parenthesis.

Table 8.12a

	Existence of Need (11)	Priority of Need (12)	Comparison of Need (13)	Rank of Need (24)
"Who should use" child care (8)	.278	.235	n.s.	.221
Pre-school children in household (10)	.188	.125	.152	.320
Current use of child care (10a)	n.s.	.281	.188	.244
Preferred use of child care (10c)	.336	.402	n.s.	n.s.
Length of residence (1)	.164	.167	.257	.123
Occupational status (C)	n.s.	n.s.	n.s.	n.s.

Table 8.12b

Priority of need (12)	.514		
Comparison of need (13)	.296	.430	
Rank of need (24)	.254	.328	.193

As with the results in Table 8.11 relating to public transport, Table 8.12b represents the correlations between the four questions about need, and again significant positive correlations are consistent with the results reported for the three study areas in Table 8.9. Unlike the questions relating to public transport,

occupational status does not seem to be significantly related to the judgement of need for child care, but the other variables used all indicate a pattern of generally significant, though not high, correlations.

The row labelled "Who should use child care" in Table 8.12a relates to the results obtained from question 8: "Who do you think should be able to use child care services - any parents who may wish to do so, or only people who have special needs for such services?". This item was included because of the conflict of values about child care services in the community, to see whether respondents' views on the issue affected their judgement of need. Results were coded for analysis in such a way that the correlations reported in Table 8.12a indicate that respondents who replied that child care services should be generally available were more likely to define need than were those who only felt services should be available to special need groups. The next rows of the table refer respectively to question 10, asking whether there were pre-school children in the household, question 10a, asking about whether child care services were used, question 10c asking whether child care services would be used if they were more conveniently available, question 1 about length of residence in the area, and question C about occupation of the principal income earner (recoded as indicated above).

Unlike the situation with public transport, occupational status is not significantly correlated with any of the items requesting a definition of need for child care, but all the other variables reported seem to have some relation to the judgement of

need, and the results indicate some tendency for respondents to generalise from their own definition of personal need to the needs of the community. In contrast to the findings relating to public transport, current use of services seems to be of some significance. Responses to question 8, about the desirability of generally available child care services, also show that this appears to be of some relevance in determining the extent of the judgement of need, though not in the case of comparing the respondent's community with other communities. Child care is the only one of the four services where length of residence in the district appears to have any significant relationship to the judgement of need, and the responses were coded in such a way that the positive correlations indicate a tendency for shorter-term residents to define a need more than long term residents. These correlations, though statistically significant, are low, and may be a function of the number of young families in both Kingston and Bridgewater who are likely to be both recent arrivals in the area and also to have young children; the results in the second row in Table 8.12a indicate that such people would be somewhat more likely to emphasise the need for child care.

The results of the analysis for items relating to the need for personal counselling services are reported in Table 8.13. When the correlations for the defined need for personal counselling services are examined, there are again significant positive correlations between the responses to the four questions relating to need definition, consistent with the results in Table 8.9. The other four variables reported in the table are knowledge of services,

TABLE 8.13

CORRELATES OF JUDGEMENT OF NEED FOR
PERSONAL COUNSELLING - TOTAL SAMPLE

Figures are Kendall's tau c correlation coefficients.

Coefficients not significant at the .05 level are shown as n.s.

Relevant question numbers from the interview schedule are shown in parenthesis.

Table 8.13a

	Existence of Need (16)	Priority of Need (17)	Comparison of Need (18)	Rank of Need (24)
Knowledge of services (15)	-.180	n.s.	n.s.	n.s.
Preferred use (14)	.106	.247	n.s.	.168
Length of residence (1)	n.s.	n.s.	n.s.	-.214
Occupational status (C)	n.s.	n.s.	-.202	-.184

Table 8.13b

Priority of need (17)	.532		
Comparison of need (18)	.195	.356	
Rank of need (24)	.200	.362	.282

obtained from question 15: "Do you know of any personal counselling services that are available in?", preferred use, obtained from question 14: "If you felt you needed to talk to someone about some personal problem, would you want to go to a trained counsellor of some kind, or would you prefer to talk to a friend or relative?", length of residence, and occupational status. The responses to question 15 were coded so that a positive correlation would indicate that a person who demonstrated some knowledge of personal counselling services would be more likely to identify a need. The responses to question 14 were coded in such a way that the positive correlations reported indicate that people who said that they would prefer

to talk to a trained counsellor were more likely to define the "need" for services than were those who indicated they would prefer to talk to a friend or relative.

The data in Table 8.13a do not show as much consistency as the data reported in Tables 8.11a and 8.12a, relating to the definition of need for public transport and child care. There is a mix of statistically significant and non-significant correlations, and this is also the only case where a notable number of negative correlations appear. There is therefore some evidence from Table 8.13a that the definition of need for personal counselling services is somewhat different from the definition of need for the other services, though it should be pointed out that none of the coefficients is particularly high. There appears to be some relationship between need judgement and each of the other variables reported, though in no case is there a statistically significant correlation with all four items defining "need".

The results of the analysis for items relating to the need for community development workers are reported in Table 8.14. Table 8.14b again shows significant positive correlations between the results for all four items about definition of need, consistent with Table 8.9. Low, though statistically significant, correlations were obtained for three of the four measures when correlated with the responses to question 19, asking about knowledge of community development programmes in the area. Higher correlations were obtained when the responses to the four need questions were correlated with the responses to question 20: "Can you think of a particular

TABLE 8.14
CORRELATES OF JUDGEMENT OF NEED FOR COMMUNITY DEVELOPMENT WORKERS
TOTAL SAMPLE

Figures are Kendall's tau c correlation coefficients.

Coefficients not significant at the .05 level are shown as n.s.

Relevant question numbers from the interview schedule are shown in parenthesis.

Table 8.14a

	<u>Existence of Need (21)</u>	<u>Priority of Need (22)</u>	<u>Comparison of Need (23)</u>	<u>Rank of Need (24)</u>
Knowledge of programmes (19)	.177	.158	n.s.	.152
Identification of problem (20)	.351	.590	.281	.471
Length of residence (1)	.144	n.s.	n.s.	n.s.
Overall need of area (25)	n.s.	n.s.	.258	n.s.
Level of satisfaction (26)	.095	n.s.	n.s.	n.s.
Occupational status (C)	n.s.	n.s.	n.s.	n.s.

Table 8.14b

Priority of need (22)	.453		
Comparison of need (23)	.268	.363	
Rank of need (24)	.251	.513	.364

problem in at the present time which a full time community development worker could help with?". For a community level service like this (as opposed to specific personal services like public transport) such a question is clearly another way of asking for a definition of overall social need, and the significant correlations are not unexpected. One significant correlation is found with the

correlation of the results of the question on comparison of need (question 23) with a similarly worded question (question 25) about the "overall level of need" in the community, but in general the low correlations for question 25 are surprising, considering the higher correlations with question 20. This apparent anomaly might be explained by a general lack of awareness of the nature of community development, and of the potential role of community development workers. Correlations with length of residence, level of satisfaction and occupational status produce low coefficients, generally not statistically significant.

Summary

The more important results presented in this chapter, concerned with population defined need, can be summarised as follows.

In response to the open-ended questions about "needs of" a particular community rather than "needs for" a particular service, public transport was the only one of the four services studied to emerge as a need identified by a significant number of respondents. This perceived need emerged in all three areas, though it was most marked in Kingston. This is a particularly interesting result when it is considered that in Bridgewater and the Derwent Valley the responses to the questions about the four specific services did not show any evidence of a priority given to public transport over child care, personal counselling or community development. Thus there are differences in the perception of the relative priority of different needs, depending on whether the measuring instrument uses open-ended questions about all needs, or questions about specific needs. It

could be suggested that responses to the open-ended questions are affected by general levels of consciousness of particular "needs", whereas the specific questions draw the respondent's attention to a particular service, and demand further consideration of it than might otherwise be given. On the other hand it could be argued that the specific questions are "leading" the respondent, and that the responses are affected by such factors as the desire to "say the right thing". There may be a perception by respondents that, if they are asked about a specific "need", then some "expert" may have already determined that this need exists, and hence the response can be affected by a desire to give affirmative or co-operative answers.

One of the contentions of this thesis is that it is inappropriate to ask which of these forms of question is the more valid way of assessing population defined need, as this would assume that a "need" exists in its own right, and that the aim is to "measure" it as accurately as possible, rather than "need" being seen as something which emerges from the act of definition. Rather than discussing the relative merits of the two forms of question, it is important simply to note this result, and its indication that the priority of a need definition seems to depend in part on the form of the question to which the need definition is a response. There is apparently a difference in the priority that emerges in response to questions seeking definition of "needs of " as opposed to "needs for". This finding has significance for the planner seeking to determine population defined need, as it suggests that it is important that both approaches be incorporated in survey design.

There appears to be a tendency for people to define social needs as "existing", and to attach to them some degree of priority, regardless of the nature of the community in which they live, and independent of the nature of the "needed" service. Simply to ask people whether a "need" exists is likely to generate a positive response, in most cases. The extent to which needs were defined varied little from area to area, and this applied both to the questions about the four specific services, and to the open-ended questions regarding "needs of". Even though common community stereotypes and measures of social advantage and disadvantage would in all likelihood identify Bridgewater and the Derwent Valley as relatively disadvantaged and "high need" areas, and Kingston as relatively advantaged and not a high need area, this view is generally not reflected in the comparisons between the assessments of the residents themselves, and in some instances the definition of need is stronger in Kingston than in the other two areas.

However there are some differences between the ways need is defined for the four specific services in the three areas, and the relative priority given to these services by the respondents to the questionnaire. Different services are given the highest priority in different areas, and respondents seem to be able to distinguish clearly between the need for different services, and to make judgments about their relative importance.

There is a degree of consistency about the patterns of need definition in Kingston which is not so evident in Bridgewater or the Derwent Valley. The perceived order of importance of the four

services is more clear-cut in Kingston, and it appears the respondents were much more decisive in their assessment of need; the Kingston sample shows both the strongest and the weakest definitions of need for particular services, and a consistency in the direction of need judgements that is not evident in the other two study areas.

In all three study areas, there is a clear indication that respondents are distinguishing between needs for the four different services studied, and are not talking about some generalised concept of "need" as a whole. There is no apparent tendency for respondents who define one need as a priority therefore to value other needs as also having priority. However, in responding to questions about a particular service, respondents apparently are not always able to distinguish between different questions about the need for that service, that is the "existence" or otherwise of that need, the priority to be given that need among other needs of that community, and the assessment of whether that community has a higher or lower "level" of that need than other communities. These three questions are not logically interdependent, in other words a particular answer to one does not necessarily imply a particular answer to the others, but there were significant correlations between responses to them in virtually all cases, regardless of area or type of service. This suggests that in determining population defined need it is important not to expect respondents to questionnaires to be able to make too many fine distinctions of a semantic or technical nature. "Need" for a particular service appears to be perceived in some

fairly general way, rather than specifically in terms of comparisons among various needs, and between areas. It should be noted that this tendency was not as marked in Kingston as it was in the other two study areas; although the correlations were still statistically significant they were not as high, which indicates that in Kingston respondents were more able to make these distinctions between the different need questions.

There appears to be some tendency for respondents to generalise from the individual perceived needs of their own families, and from their own patterns of service utilization, to judgements about need at a community level. This tendency is not particularly strong, as the relevant correlations, though statistically significant, are relatively low. Knowledge of the availability of services, on the other hand, does not appear to be significant in affecting the nature of the need judgement. In the case of child care, it can be seen that a person's particular values, relating to appropriate uses of child care, affect the need judgement; considering the value laden nature of a need statement, as outlined in Chapter 3, this is scarcely surprising.

A number of other variables, which were included in the analysis, do not appear to influence the assessment of need in any significant way. However with some of these variables a tendency was noted for correlations relating to the need for personal counselling services to produce less consistent results than for the other three selected services; thus the stigmatisation of a

service may have some significance in determining the judgement of need. The level of experienced satisfaction with living in the particular community does not appear to be related to the way in which needs are defined, and the same can be said for length of residence in the particular community. A rather crude measure of occupational status was developed, and this too did not seem to show any particular relation to the nature of the need judgement. The lack of significance of these results is perhaps surprising, in view of the propositions developed in Chapter 5. In the light of these speculations it might have been expected that length of residence, level of satisfaction and occupational status would have shown some significant correlations with the results of the questions relating to definition of need. It must be remembered that the categories used for this analysis were broadly defined, but nevertheless the lack of significance of the results is of interest. This point will be taken up in Chapter 11, when the significance of the results reported in this chapter, and those for caretaker defined need and inferred need reported in Chapters 9 and 10, will be discussed in relation to the propositions developed in Chapter 5.

Tabulations of the frequencies of responses to all items in the household survey are reported in Appendix 10. Further analysis could have been undertaken on these results, for example the responses to the questions on need definition could have been cross-tabulated with age, sex or household type. While such analysis might be of some interest, it would not be of central relevance to the aim of the study, as outlined in Chapters 5 and 6. The theme of this

study is the examination and comparison of the three forms of need definition, namely population defined, caretaker defined and inferred need. In this chapter a number of observations have been made about population defined need, and it is now appropriate to examine the results of the research in relation to caretaker defined and inferred need, so that useful comparisons can be made.

CHAPTER 9

CARETAKER DEFINED NEED

It will be recalled that caretakers were defined in Chapter 4 as those who fulfil a caretaking function in a particular community, such as social workers, medical practitioners, teachers, clergymen, local government officials, and political representatives. It was proposed in Chapters 4 and 5 that caretakers' assessments of need would be different from those of the population. In this chapter, the results of the assessment of caretaker defined need are reported. Caretaker defined need was assessed by the survey of caretakers, described in Chapter 7, which asked the caretakers many of the same questions about need as were posed to the population groups in the household survey.

At the outset it must be emphasised that the numbers in the three caretaker samples were small, and that therefore the results must be interpreted with due caution. For this reason, statistical analysis of the results was not undertaken in such detail as was done with the household survey results. Where appropriate in this chapter, the results obtained from the household survey, reporting population defined need, are repeated for comparative purposes. In this way the differences between the two sets of results will be highlighted, and these will be summarised at the end of the chapter. The results are presented in the same order as those in the previous

chapter relating to population defined need. Question numbers mentioned will refer to the numbers in the caretaker interview schedule (see Appendix 7), even where the question is identical in wording with a question in the schedule administered in the household survey. Full tabulated results of the caretaker survey are presented in Appendix 11.

Internal and External Caretakers

Before considering the responses to the questions on need, it is important to consider the responses to questions 21, 22 and 23, which were designed to provide data on whether the caretakers in a particular area could be classified as internal or external. Caretakers are regarded as internal if they share common backgrounds, experiences and value systems with the people of the community that is being studied. These particular items in the interview schedule were designed to enable the caretakers effectively to classify themselves as internal or external.

Question 21 asked the caretakers whether they had lived at some time either in the study area or in an area they would regard as similar. Nine of the twelve Kingston caretakers answered in the affirmative, and a similar result was obtained with the Derwent Valley sample (ten out of twelve). However in Bridgewater only four of the thirteen caretakers responded positively to the question.

The responses to question 22, which asked how well the respondents thought they knew the needs of the community, did not

show any significant variation between the three groups. In each case the majority indicated they felt they knew the needs "fairly well", with between one and three respondents replying "very well", and a further one to three respondents replying "not very well".

Question 23 asked: "In terms of background, beliefs and values, would you describe yourself as fairly typical of the people of, or do you see yourself as different in some way?" The responses are reported in Table 9.1¹.

TABLE 9.1
CARETAKERS' RESPONSES TO QUESTION 23, RELATING TO
BACKGROUND, BELIEFS AND VALUES

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
"Fairly Typical"	7	2	4
"Different in Some Way"	5	10	7
"Don't Know"	0	1	1
Total	12	13	12

The results reported in Table 9.1 together with the responses to Question 21 reported above, indicate that of the three

1 Tabulated results for the caretakers survey are reported as absolute numbers. This is because sample sizes are small, and relative frequencies are often misleading with small numbers.

caretaker groups, that from Kingston can be classified as the most internal of the three, and that from Bridgewater as the most external, with the group from the Derwent Valley being somewhere between the other two. This is consistent with the expectations outlined in Chapter 6, where the rationale for selection of areas was outlined.

Caretaker Defined Assessment of "Needs Of" The Study Areas

As with the interview schedule for population defined need, some items in the caretaker questionnaire dealt with "needs of" the areas concerned, rather than specific "needs for" public transport, child care, personal counselling or community development workers. One such item was question 17, which asked: "Would you say that overall, compared with other communities in Tasmania, the community has a high, low or about average level of need?". The results obtained from this question are reported in Table 9.2.

TABLE 9.2
CARETAKER AND POPULATION REPONSES TO GENERAL
QUESTION ON LEVEL OF NEED

Population sample percentages in parenthesis.

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
High	0 (25.3)	12 (36.8)	8 (17.0)
Low	6 (6.9)	0 (2.9)	0 (5.0)
About Average	5 (57.5)	1 (50.0)	3 (55.0)
"Don't Know"	1 (10.3)	0 (10.3)	1 (23.0)
Totals	12 (100.0) (N=97)	13 (100.0) (N=68)	12 (100.0) (N=100)

With population defined need, at least one half of each of the sample groups saw the overall need of their area as "about average", whereas this is clearly not reflected in the responses of the caretakers. The caretakers appear to be more definite about defining the area as "high need" (in the case of Bridgewater and the Derwent Valley) or "low need" (in the case of Kingston). There was no significant difference between the three population samples in response to this question in the household survey, whereas this is clearly not the case with the caretakers, although the frequencies reported are sufficiently low that the calculation of chi square would have little meaning.

Question 18 asked: "Overall, how satisfied do you think most residents are living in? Would you say they were: very satisfied / fairly satisfied / neither satisfied nor dissatisfied / fairly dissatisfied / very dissatisfied." The equivalent question in the household survey, question 26, was worded: "Overall, how satisfied are you with living in etc". Thus the caretakers were not being asked about their own level of satisfaction, as was the case in the household survey, but were being asked their assessment of the level of satisfaction of the population.

From Table 9.3, reporting the results of this question, it appears as if there was a tendency in all three areas for the caretakers to underestimate the level of reported satisfaction among the population. Caretakers were asked to estimate how satisfied they thought most residents would be, and in fact only six of the twelve Kingston caretakers, none of the thirteen Bridgewater care-

TABLE 9.3

CARETAKER AND POPULATION RESPONSES TO QUESTION ON LEVEL
OF SATISFACTION

Population sample percentages shown in parenthesis.

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
Very Satisfied	6 (64.4)	0 (39.7)	4 (55.0)
Fairly Satisfied	6 (32.2)	8 (38.2)	2 (30.0)
Neither Satisfied nor Dissatisfied	0 (2.3)	1 (2.9)	3 (5.0)
Fairly Dissatisfied	0 (1.1)	3 (5.9)	2 (5.0)
Very Dissatisfied	0 (0.0)	1 (13.2)	0 (5.0)
Totals	12 (100.0) (N=87)	13 (99.9) (N=68)	11 (100.0) (N=100)

takers, and four of the eleven Derwent Valley caretakers who answered the question, were able to select the response category most favoured by the respondents in the population samples.

The results of the caretaker responses to the open-ended questions of "needs of" (questions 1, 19 and 20) are presented in Appendix 11. An examination of these tables indicates some differences in the pattern of responses between the population samples and the caretakers. There is some tendency for caretakers to emphasise personal services more than do the general population; this category of responses includes child care, health services, counselling, homemakers, and so on. This is consistent with the suggestion in Chapter 5, that caretakers might be inclined to

define needs for the kinds of services they themselves provide. Also the caretakers appeared to concentrate less on physical needs, such as roads, guttering and footpaths, than did the population samples. However despite these differences, in general the pattern of responses to these questions by the caretakers is similar to the pattern of responses found in the results of the household survey, with emphasis being given to recreation services and to transport and communication as the most important "needs". An examination of the actual responses prior to coding shows a tendency for the caretakers to identify more generalised needs than do the general population, for example by identifying a need for recreational facilities rather than a more specific "need" for a swimming pool.

Caretaker Defined Assessment of "Needs For" Particular Services

The results obtained from the items about the definition of need for particular services are reported in Table 9.4. This table is set out in the same way as Table 8.4 which reported the equivalent results for population defined need. These household survey results are repeated in Table 9.4, in parenthesis, for comparative purposes.

As was the case in Table 8.4, the figures shown were calculated as follows:

For existence of need, the score represents the percentage of respondents who identified the "need" as "existing".

For priority of need, responses were coded from -2 to +2, on a five point scale, and the mean calculated.

For comparison of need, responses were coded from -1 to +1, on a three point scale, and the mean calculated.

For rank of need, a rank of 1 was coded 4, a rank of 2 was coded 3, and so on, and the mean was calculated.

In each case, the coding was performed in such a way that a high score indicates a stronger definition of need by the respondents.

As was the case with population defined need, there is clearly a tendency for the caretakers to define need in virtually all cases, regardless of area, type of service or form of question. The only apparent exception to this is the need for community development workers in Kingston. One difference that can be noted between the caretakers and the general population is that the differences between areas and between services are more marked with the caretakers; there appears to be greater agreement among the caretakers than among the general population, resulting in a greater number of high or low scores in Table 9.4. This result must be treated with some caution, as the small sample numbers mean that the views of a few individuals can significantly affect the level of the scores as reported in the table.

Table 9.5 presents the comparative results of Table 9.4 in summarised form. The + signs indicate the instances where caretaker defined need is stronger than population defined need, and the - signs the reverse situation. An examination of the table indicates that in the following instances the caretakers defined need more strongly than did the population samples; public transport in Bridgewater and the Derwent Valley, child care in Bridge-

TABLE 9.4

SCORES FOR NEED QUESTIONS, BY AREA AND TYPE OF SERVICE - CARETAKER SAMPLES

Population Sample Scores Shown in Parenthesis.

Number of relevant item in interview schedule shown in parenthesis.

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
Number in Caretaker Sample	N=12	N=13	N=12
Number in Household Sample	N=87	N=68	N=100
<u>Scores for Existence of Need</u> ¹ (percentage identifying need)			
Public Transport (2)	75 (94)	85 (66)	75 (64)
Child Care (6)	33 (64)	100 (59)	58 (56)
Personal Counselling (9)	67 (57)	63 (64)	75 (63)
Community Development (13)	58 (78)	77 (82)	83 (56)
<u>Scores for Priority of Need</u> (mean of 5 point scale)			
Public Transport (3)	+0.92 (+1.09)	+1.00 (+0.49)	+0.64 (+0.30)
Child Care (7)	+0.40 (+0.87)	+1.54 (+0.78)	+0.09 (+0.35)
Personal Counselling (10)	+0.36 (+0.27)	+0.23 (+0.31)	+0.75 (+0.49)
Community Development (14)	0.00 (+0.69)	+1.08 (+0.69)	+1.09 (+0.54)

¹ Percentages have been rounded off to the nearest whole number.

Table 9.4 Continued

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
<u>Scores for Comparison of Need</u> (mean of 3 point scale)			
Public Transport (4)	+0.55 (+0.45)	+0.69 (+0.05)	+0.33 (+0.20)
Child Care (8)	+0.10 (+0.31)	+0.92 (+0.35)	+0.33 (+0.05)
Personal Counselling (11)	0.00 (-0.17)	+0.75 (+0.24)	+0.15 (+0.33)
Community Development (15)	-0.36 (+0.11)	+0.77 (+0.57)	+0.77 (+0.14)
<u>Scores for Rank of Need</u> (mean of inverse rank)			
Public Transport (16)	3.50 (3.37)	2.58 (2.73)	2.55 (2.62)
Child Care (16)	2.50 (2.70)	2.83 (2.90)	2.18 (2.70)
Personal Counselling (16)	1.83 (1.77)	1.91 (1.95)	2.70 (2.34)
Community Development (16)	2.17 (2.33)	2.67 (2.43)	2.80 (2.41)

water, personal counselling in Kingston and the Derwent Valley, and community development in Bridgewater and the Derwent Valley. By contrast, the general population seems to perceive a "need" more strongly than do the caretakers in the following instances: child care in Kingston, personal counselling in Bridgewater and community development in Kingston. There is, overall, a tendency for caretakers to emphasise need more than the general population in both Bridgewater and the Derwent Valley (with the exception of personal counselling in Bridgewater), while in Kingston the direction of the difference between population and caretakers appears to vary depending on the specific service being addressed.

As was the case with population defined need, these results can be further analysed to highlight the different order in which the services are emphasised in the different areas. This is illustrated in Table 9.6, which is the equivalent of Table 8.5 relating to population defined need. In the case of each item in the interview schedule, the area showing the strongest support of need is given a rank of 1, the next strongest 2, and the weakest 3. So for example the second line shows that for the item on the priority to be given to public transport among other needs, the caretakers of Bridgewater identified the priority more strongly than did the caretakers of Kingston, and this in turn was greater than the priority score obtained for the caretakers in the Derwent Valley. Results for the household survey (population defined need) are recorded in parenthesis for comparative purposes.

TABLE 9.5
DIRECTION OF DIFFERENCES BETWEEN POPULATION DEFINED
NEED AND CARETAKER DEFINED NEED

A + sign indicates caretaker defined need stronger than population defined need

A - sign indicates population defined need stronger than caretaker defined need

Number of relevant items in caretaker interview schedule shown in parenthesis.

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
<u>Public Transport</u>			
Existence of Need (2)	-	+	+
Priority of Need (3)	-	+	+
Comparison of Need (4)	+	+	+
Rank of Need (16)	+	-	-
<u>Child Care</u>			
Existence of Need (6)	-	+	+
Priority of Need (7)	-	+	-
Comparison of Need (8)	-	+	+
Rank of Need (16)	-	-	-
<u>Personal Counselling</u>			
Existence of Need (9)	+	-	+
Priority of Need (10)	+	-	+
Comparison of Need (11)	+	+	-
Rank of Need (16)	+	-	+
<u>Community Development</u>			
Existence of Need (13)	-	-	+
Priority of Need (14)	-	+	+
Comparison of Need (15)	-	+	+
Rank of Need (16)	-	+	+

1. As was indicated in Chapters 7 and 8, the differences between population defined and caretaker defined need must be interpreted with caution, bearing in mind the effects of standard errors for small samples.

TABLE 9.6
COMPARISON BETWEEN THE THREE STUDY AREAS (RANK ORDER) FOR EACH
NEED ASSESSMENT ITEM

Population Sample Ranks Shown in Parenthesis.

Number of Relevant item in caretaker interview schedule shown in parenthesis.

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>
<u>Public Transport</u>			
Existence of Need (2)	2.5 (1)	1 (2)	2.5 (3)
Priority of Need (3)	2 (1)	1 (2)	3 (3)
Comparison of Need (4)	2 (1)	1 (3)	3 (2)
Rank of Need (16)	1 (1)	2 (2)	3 (3)
<u>Child Care</u>			
Existence of Need (6)	3 (1)	1 (2)	2 (3)
Priority of Need (7)	2 (1)	1 (2)	3 (3)
Comparison of Need (8)	3 (2)	1 (1)	2 (3)
Rank of Need (16)	2 (2.5)	1 (1)	3 (2.5)
<u>Personal Counselling</u>			
Existence of Need (9)	2 (3)	3 (1)	1 (2)
Priority of Need (10)	2 (3)	3 (2)	1 (1)
Comparison of Need (11)	3 (3)	1 (2)	2 (1)
Rank of Need (16)	3 (3)	2 (2)	1 (1)
<u>Community Development</u>			
Existence of Need (13)	3 (2)	2 (1)	1 (3)
Priority of Need (14)	3 (1.5)	2 (1.5)	1 (3)
Comparison of Need (15)	3 (3)	1.5 (1)	1.5 (2)
Rank of Need (16)	3 (3)	2 (1)	1 (2)

From Table 9.6 it can be seen that for both public transport and child care, Bridgewater emerges as the highest need area as defined by the caretakers, in contrast to the general population samples, while in Kingston the top priority given to these two services by the population group is not reflected by the caretakers.

Community development, which emerged most strongly in Bridgewater among the population samples, is more emphasised in the Derwent Valley by the caretakers.

As with population defined need, the absolute scores in Table 9.4 can be analysed in another way to indicate the order in which the four services were ranked for each type of need question in each area. This is shown in Table 9.7, which is equivalent to Table 8.6 in the previous chapter. In each case the specific service receiving the strongest support is given a rank of 1, and the weakest 4. Thus for example the top row indicates that in Kingston a greater proportion of the caretaker sample identified a need for public transport than identified a need for personal counselling, which was in turn a greater proportion than those identifying community development as a need, which in turn was greater than the proportion identifying a need for child care services. Results for the population sample groups are shown in parenthesis for comparative purposes.

In the earlier analysis of population defined need, it was observed that the responses in Kingston appeared to be more consistent than the results for Bridgewater or the Derwent Valley. This does not seem to be the case with the caretaker responses, as a reasonable degree of consistency is evident in the results for all three areas (compare, for example, the ranks for the questions on child care in Bridgewater or public transport in the Derwent Valley with the corresponding ranks from the household survey). In each area one particular service emerges as the most important on all four

TABLE 9.7
COMPARISON BETWEEN THE FOUR SERVICES (RANK ORDER) FOR EACH
NEED ASSESSMENT ITEM

Population Sample Ranks Shown in Parenthesis.

	<u>Public Transport</u>	<u>Child Care</u>	<u>Personal Counselling</u>	<u>Community Development</u>
<u>Kingston</u>				
Existence of Need	1 (1)	4 (3)	2 (4)	3 (2)
Priority of Need	1 (1)	2 (2)	3 (4)	4 (3)
Comparison of Need	1 (1)	2 (2)	3 (4)	4 (3)
Rank of Need	1 (1)	2 (2)	4 (4)	3 (3)
<u>Bridgewater</u>				
Existence of Need	2 (2)	1 (4)	4 (3)	3 (1)
Priority of Need	3 (3)	1 (1)	4 (4)	2 (2)
Comparison of Need	4 (4)	1 (2)	3 (3)	2 (1)
Rank of Need	3 (2)	1 (1)	4 (4)	2 (3)
<u>Derwent Valley</u>				
Existence of Need	2.5 (1)	4 (3.5)	2.5 (2)	1 (3.5)
Priority of Need	3 (4)	4 (3)	2 (2)	1 (1)
Comparison of Need	2.5 (2)	2.5 (4)	4 (1)	1 (3)
Rank of Need	3 (2)	4 (1)	2 (4)	1 (3)

of the need questions: public transport in Kingston, child care in Bridgewater, and community development in the Derwent Valley. This table also highlights some of the differences between caretakers and population in the way need is defined, for instance in the case of community development in the Derwent Valley. Clearly in terms of perceived priorities, and patterns of definition, caretaker defined

need appears to be different from population defined need in both Bridgewater and the Derwent Valley. It is only in Kingston that a clear consistency is evident in the need definitions of both population and caretakers.

With population defined need, tau correlations were calculated to assess the extent to which respondents were distinguishing between "needs" for the different services, and between the different questions about needs (see Tables 8.7 to 8.9). This analysis was not undertaken for the caretaker groups, because the small numbers in the samples would give such statistics little meaning.

Further analysis of the importance of such factors as service utilization, service knowledge and occupational status was not undertaken with the caretaker samples. This was because at the time of construction of the interview schedules these questions were considered inappropriate for the caretakers. In addition, the small numbers in the caretaker samples do not warrant the use of tau correlations for analysis, as was undertaken with the population groups.

Summary

The results presented in this chapter, in which caretaker defined need was compared with population defined need, can be summarized as follows.

The relationships between the caretakers and the study comm-

unities, proposed in Chapter 6, were verified. The Kingston group was characterised by a predominance of internal caretakers, and the Bridgewater group by a predominance of external caretakers. The Derwent Valley group fell between the two.

In response to the general questions about "needs of", greater differences were observed between the three caretaker samples than between the three population samples. Among the caretakers, Bridgewater was defined clearly as a high need area, as was the Derwent Valley, although to a lesser extent. Kingston, on the other hand, emerged as a lower need area. The caretakers did not show the tendency that was evident in all three household samples to define their particular area as having an "about average" level of need compared with other communities in Tasmania. In response to the question on satisfaction, the caretakers appeared on the whole to underestimate the degree of satisfaction expressed by respondents to the household survey.

The open-ended questions produced generally similar response patterns from both caretaker and household samples. However there was some tendency for the caretakers to emphasise personal services more than the general population, to de-emphasise such physical needs as roads, sewerage and guttering, and to define needs in more general terms.

As with the population samples, the caretakers showed a tendency to define need as existing, regardless of the area or the type of service. There was, however, a tendency for the caretakers

to show more agreement about need judgements, and to discriminate more between areas and between types of service than did the population sample groups. The caretakers showed a tendency to define need more strongly than the population in both Bridgewater and the Derwent Valley (the only exception being with the need for personal counselling services in Bridgewater). However in Kingston this was only true for the perceived need for personal counselling, and the reverse was the case with the perceived need for child care and community development, that is, the population defined the "need" more strongly than did the caretakers. For both public transport and child care the results of the caretaker survey indicated Bridgewater as a higher need area, and Kingston as a lower need area, than is the case with the results from the household survey. In the Derwent Valley, community development was more emphasised by caretakers than by the population sample.

In both Bridgewater and the Derwent Valley, the caretakers seem to be more consistent than the population samples in their responses to the four different forms of question about "needs for". This consistency is evident in both population and caretaker samples in Kingston. With the caretakers, one "need" emerged as the most strongly defined in each area - public transport in Kingston, child care in Bridgewater and community development in the Derwent Valley - and this is a much more clear cut picture than was obtained with the assessment of population defined need.

In general, then, it appears that there is some tendency for caretakers to be more consistent and discriminating in need judge-

ments than the population samples in both Bridgewater and the Derwent Valley. In Kingston there is less difference between caretakers and the general population. This lends some support to the suggestion made in Chapter 6 that internal caretakers are more likely than external caretakers to define need in a similar way to the general population. This result also suggests that social class factors may be important in the determination of need judgements, considering the middle class characteristics of the Kingston community when contrasted with Bridgewater and the Derwent Valley, and taking into account the middle class background of most caretakers. These issues will be further explored in the discussion in Chapter 11.

CHAPTER 10

INFERRED NEED

With inferred need, the definition of need is made by the administrator or social researcher. The data on which the judgement is based are generally more extensive and systematic than the data used by the population or by caretakers. Sometimes the data have been specifically collected for the purposes of making a need judgement, and on other occasions the judgement is based on the analysis of census or similar data which, while not initially collected for the purposes of need definition, can be specifically analysed by the need researcher for this purpose. This is not normally true with judgements of population or caretaker defined need where the judgement is commonly based on various forms of experience. For the determination of inferred need in this study it was necessary to utilize some standard methodological techniques for "need assessment" which might commonly be used to enable a need researcher to make an informed need judgement. On the basis of the data collected and analysed by these methodologies, judgements of need can be inferred.

As indicated in Chapter 7, there were three principal methodologies used, namely the analysis of census data, the analysis of agency service statistics, and the monitoring of the only daily newspaper serving the three areas, namely the *Hobart*

Mercury. As was the case with other methodologies used in this study, each one could have been pursued to greater depth at the expense of comparative analysis. However the intrinsic nature of the research demanded that different methodologies be used, with the inevitable compromise on depth of analysis which is inherent in a multi-faceted study.

Census Analysis - Summation of Z Scores Technique

The aim of this section of the study was that census data be analysed so that some form of need indicator could be identified and used. There is a considerable literature on the development of social indicators, and the use of census and other data to "measure" such phenomena as the quality of life and social need.¹ In this study two such techniques were utilised, the summation of z scores technique, and principal components analysis.

The summation of z scores technique is a simple technique outlined by Smith in his work on the measurement of social inequality and relative deprivation (Smith, D., 1973). It is a somewhat crude method for developing social indicators, but can be used to obtain an approximate view of relative levels of well-being, deprivation or service provision in different areas, using a number

1 See, for example, Allardt 1973, 1975; Andrews, 1974; Bebbington and Davies, 1980; Bunge, 1975; Campbell Converse and Rogers, 1976; McKennell, 1974; Owens, 1980; Smith, D., 1973, 1977. Further references are listed in the bibliography.

of selected variables which are thought to be relevant. Aggregate data are required for a sufficiently large number of areas for means and standard deviations of variables to be calculated, so that the data on the particular areas of interest can be expressed as z scores, or standard scores. Care must be taken in determining the sign (+ or -) to be assigned to the z score, so that scores reflecting a high level of "need" are always expressed in the same direction. For example a high score on a variable such as "percentage of the workforce employed in professional or technical occupations" is for most purposes an indicator of advantage rather than disadvantage, and if it is to be used with a variable such as "percentage of households with an income below \$5000" in order to develop a composite index of need or disadvantage, it will be necessary to change the sign for one or other of the z scores so that the direction of the z scores will be the same. After such changes of sign as are deemed necessary have been made, the z scores are simply summed to give a composite index of need, well-being, or whatever.

There are several obvious weaknesses of this technique, which have been discussed by David Smith (Smith, D., 1975). Clearly the choice of variables, and whether changes in the sign of the z scores are necessary, are quite arbitrarily the province of the researcher, and hence the composition and value of the derived index are directly a result of the researcher's values and biases. In the context of the present study, this need not be an objection, as it is precisely the values and biases of the researcher that are at issue. It is inevitable that normative assumptions will be

reflected in the determination of inferred need; the crucial point to note is that it is largely in the selection of the relevant variables and their interpretation, rather than in the actual manipulation of the data, that the researcher's values will intrude. Another objection, of a more methodological nature, is that such a technique allows all chosen variables to count equally in the construction of an index, although in an attempt to develop a more sophisticated index it is quite feasible to assign varying weights to the different variables; determining the weights, however, would presumably be rather an arbitrary procedure. A third objection is that no account is taken of any possible interaction between the variables selected; it may be that a number of them are closely associated and represented by a single underlying variable, which will have a particularly strong influence on the value of the computed index as it is represented by a number of variables each of which counts equally in the summation. This objection can be overcome by the use of factor analytic techniques, which will be discussed later in the chapter.

For this study, twelve variables were selected for each of the four specific services studied: public transport, child care, personal counselling and community development. The number of variables was kept constant so that ready comparisons could be made between the indices developed for the four different "needs". The variables were selected from the large number of variables available from 1976 census data, this being the census closest in time to the study period of July to December 1978. The variables were selected intuitively, and were regarded as typical of the sorts of

measures that might well be commonly used in need studies as indicators of need (e.g. Social Welfare Commission, 1975)¹. Census subdivisions were chosen as the units for study, and as explained in Chapter 7 the town of New Norfolk and the rural areas of the Derwent Valley were treated as two separate areas. There were 86 areas in the analysis, covering the entire population of Tasmania. The signs of the z scores were in some instances changed so that in each case a high score indicated a higher level of "need".

In determining changes of z score sign, a variable indicating actual service usage, such as "percentage of the workforce who go to work by public transport", was regarded as a negative indicator. The rationale for this decision was that if a service such as public transport is already being utilized by a significant proportion of the population, it is probably less likely that an increase in provision of the service can be said to be "needed". There are instances in which such an assumption may be questioned, and where service utilization might be regarded as a positive indicator of need, as it is a clear indicator of demand, and there may well be more demand for the service than is indicated by the service utilization figures. The decision to count service utilization as a negative indicator is therefore somewhat arbitrary, but is characteristic of the kinds of decisions which are made in the determination of inferred need,

1 In a more rigorous application of this technique, variables should be selected on the basis of previous research (Smith, D., 1973). In this instance only census data were to be used, and hence the number of variables available was limited.

representing the values of the researcher.

The tables in Appendix 12 indicate the variables chosen for each of the four services, with the sign to be assigned to a particular z score, the value of each variable in each of the four geographical areas, together with its corresponding z score, the mean and standard deviation of the variable across the 86 areas in Tasmania, and the score on the variable calculated for the Tasmanian population as a whole.

The results of this analysis are presented in summary form in Table 10.1, which indicates the sums of the computed z scores, after the designated sign changes have been performed.

TABLE 10.1
SUMMARY OF SUMMATION OF Z SCORES RESULTS

	<u>Kingston</u>	<u>Bridgewater</u>	<u>New Norfolk</u>	<u>Rural Derwent Valley</u>
Public Transport	-1.15	-6.22	-5.40	-3.84
Child Care	+5.44	+1.69	-5.29	-3.91
Personal Counselling	-8.09	-4.24	-3.37	-1.69
Community Development	-8.19	+5.35	-2.68	-0.59

The first significant observation to be made about Table 10.1 is that the scores on the derived indices of need are relatively low. In fact only three of the sixteen scores are positive. A needs researcher arriving at these results, in the absence of other data, would presumably be justified in concluding that a

"need" can perhaps be established for child care services in Kingston, and for community development workers in Bridgewater, and that there is also a case, though less strong, for there being a "need" for child care services in Bridgewater. Apart from these three instances the data would suggest that the level of "need" for the defined services in the study areas is rather lower than the level of "need" in other areas in Tasmania. Such a result is in sharp contrast to the views of residents and caretakers noted in Chapters 8 and 9, and appears to represent a significant difference between inferred need and the other two forms of need statements identified in the model developed in Chapter 4. Examination of the tabulated results in Appendix 12 indicates that in no case is there a consistent pattern among the z scores which would suggest a "need". Certainly, when considering the four specific services, none of the four areas could be classified as a "high need" area on the basis of this analysis, and the picture that emerges contrasts in a number of ways with the picture in the previous chapters. As an example, it will be recalled that when population defined need was being considered, the need for public transport in Kingston emerged most strongly, and this is certainly not reflected in Table 10.1.

It must be recognised that this analysis only used variables derived from census data. Other variables could well have been included, especially those relating to utilization or potential utilization. For example in relation to public transport, one might wish to consider the percentage of the population who live within a certain distance of a bus route, the location of various services such as hospitals, schools and shopping centres, and the

way in which people travel to these facilities. Such variables cannot be derived from census data, and yet are at least as relevant for the definition of need as are the variables used in this analysis. The selection of variables for a study of inferred need is of crucial importance, and a thorough analysis should incorporate other variables than merely those which can be readily derived from census data.

An examination of the tabulated results of this summation of z scores analysis (Appendix 12) indicates the importance of variable selection, and the susceptibility of the derived index of "need" to changes in the list of selected variables. For example with the "need" for community development workers in the rural area of the Derwent Valley, the sum of z scores would change from -0.59 to +0.49 if the variable "percentage of the population born overseas" had been omitted, and to +1.30 if as well the variable "percentage of the population living in the same dwelling as in 1971" had not been included. The sum of z scores for community development in Bridgewater would have changed from the moderately high +5.35 to -0.66 by the exclusion of just one variable, namely "percentage of occupied dwellings rented from the housing authority". The summation of z scores technique, used in a study such as this, is clearly inappropriate as a single methodology for determining inferred need. A more realistic approach is to use a number of different techniques, one of which may be the summation of z scores, in order to gain an overall perspective. For the purposes of the present research, the summation of z scores technique provides a particularly good example of the way in which the researcher's

values and intuitive judgements can significantly affect the results of needs research which may superficially appear to be objective and value-free.

Census Analysis - Principal Components Analysis

Just as it is central to look at who defines need, it is equally important to explore different methodologies within the approach of any one perspective. This is particularly so with inferred need, where manipulation of aggregate data, such as census data, lends itself to many different methodological approaches. The deficiencies of one such approach, the summation of z scores technique, have been noted above. Another technique which can be used for studies of inferred need is principal components analysis, which is a form of factor analysis which analyses the relationships between a number of variables, and can reduce the description of data to a smaller number of factors or components. Thus from a number of variables which intuitively relate to "need", a smaller number of indices can be identified which can be used as composite measures.

For the purposes of this study, 25 variables were selected for analysis in order to determine a set of general indices of social need, and then four further analyses were undertaken on smaller numbers of variables selected from the 25, which were seen as being relevant to the four services, namely public transport, child care, personal counselling and community development. The analysis was undertaken using the 86 areas previously identified.

The 25 variables are listed in Table 10.2, where each is allocated a number and an abbreviated name, which are used for convenience in subsequent tables. The allocation of the variables to the four smaller lists, relating to the four services, is indicated in parenthesis.

TABLE 10.2

VARIABLES USED IN PRINCIPAL COMPONENTS ANALYSIS

(PT: public transport, CC: child care, PC: personal counselling, CD: community development)

<u>Variable Number</u>	<u>Abbreviated Name</u>	<u>Variable</u>
1	same dwelling	Percentage of the population living in the same dwelling as in 1971 (CD)
2	children under 5	Percentage of the population aged under 5 years (CC)
3	no qualifications	Percentage of the population over 15 years with no qualifications (CD)
4	children minded	Percentage of children under 5 years not minded at home (CC)
5	pensions and benefits	Percentage of the population over 15 years who are receiving pensions or benefits (PC, CD)
6	unemployed	Percentage of the population who are unemployed (PC, CD)
7	labour force	Percentage of the population in the labour force (PT, CC)
8	single parents	Percentage of families in private dwellings comprising head of household and children only (CC, PC)
9	no cars	Percentage of occupied private dwellings with no cars (PT)
10	public housing	Percentage of occupied private dwellings which are rented from the public housing authority (CD)
11	other rented	Percentage of occupied private dwellings which are rented from other landlords (CD)
12	drivers licence	Percentage of the population licensed to drive a car or motorcycle (PT)

TABLE 10.2 CONTINUED

<u>Variable Number</u>	<u>Abbreviated Name</u>	<u>Variable</u>
13	separated	Percentage of the population separated, widowed or divorced (CC, PC)
14	over 65	Percentage of the population over 65 years (PC)
15	overseas born	Percentage of the population born overseas (PC, CD)
16	low schooling	Percentage of the population who left school under 16 years of age (PC, CD)
17	newly married women	Percentage of women married less than 5 years (CC, PC)
18	women workforce	Percentage of the female population who are in the labour force (PT, CC)
19	married women workforce	Percentage of the female population who are married women in the labour force (PT, CC)
20	workforce married women	Percentage of the labour force who are married women (PT, CC)
21	workforce separated	Percentage of the labour force who are separated, widowed or divorced (CC)
22	commute public transport	Percentage of the work force who travel to work by public transport (PT)
23	below \$5000	Percentage of households with household income below \$5000 (PC, CD)
24	below \$7000	Percentage of households with household income below \$7000 (PC, CD)
25	2+ cars	Percentage of occupied private dwellings with two or more cars (PT)

For each of the five lists of variables, thus derived, a principal components analysis was performed, without iteration, using varimax rotation. Unlike the summation of z scores technique, there is no need in this case to be concerned with the direction of the variable, that is, whether a high score represents a high or low level of "need". This is because both positive and negative correlation coefficients are taken into account in the analysis, and it is the size of the correlation, rather than the direction, which is

significant in determining the variables which cluster together. In the loadings matrix the relationships of the original variables to the derived components can be readily determined, including an indication of whether a variable is directly or inversely associated with a component.

It will be noted that the four lists of variables for determination of need for the four specific services are not identical with the lists used in the summation of z scores technique. This was because the lists were chosen from the 25 variables used for the development of a general index of "need", and this list did not contain all the variables used in the previous analysis, which drew from a larger list of census variables. If all the z score variables had been used, the matrix would have been too unbalanced for an adequate analysis, as for a principal components analysis it is necessary to keep the number of variables small relative to the number of cases. In this instance there are 86 areas included in the analysis, and for this number of cases 25 variables was considered to be the maximum number that could be included.

In order to ensure that the difference in variable lists for the two techniques is not of major importance, the summation of z scores technique was also applied to the above lists, and the results obtained are presented in Table 10.3. A comparison of this table with Table 10.1 indicates little difference in the overall picture. There is now a low positive score for public transport in Kingston, but apart from that, the comments made above in relation to Table 10.1, highlighting the generally low summations,

TABLE 10.3

SUMMARY OF SUMMATION OF Z SCORES RESULTS FOR MODIFIED VARIABLE LISTS

	<u>Kingston</u>	<u>Bridgewater</u>	<u>New Norfolk</u>	<u>Rural Derwent Valley</u>
Public Transport	+1.14	-6.09	-2.94	-3.40
Child Care	+5.42	+2.12	-3.59	-4.02
Personal Counselling	-4.63	-2.87	-2.94	-1.37
Community Development	-4.46	+6.72	-2.35	-0.27

would apply to these slightly changed lists of variables. The advantage of the lists used for analysis in Table 10.1 is that each list contains the same number of variables, whereas this is not the case with the lists used for the compilation of Table 10.3. In an area of high "need", a longer list of variables would contain more positive z scores than would a short list, and hence the size of the sum of the z scores would be larger. Thus the magnitude of the index derived is to some extent a function of the size of the list of variables, and for the summation of z scores technique it is important that the lists be the same length if different indices are to be compared. This does not apply with principal components analysis, which operates independently of the number of variables used.

The results of the analysis of the 25 variables, to determine some overall indices of "need", are reported in Table 10.4. Table 10.4a indicates the components which were identified, and the correlations between the original variables and the derived components. The component scores for the four study areas are reported in Table 10.4b for each identified component, and are expressed as z scores.

TABLE 10.4

PRINCIPAL COMPONENTS ANALYSIS, GENERAL INDEX OF NEED

10.4a - Loadings MatrixOnly coefficients greater than $\pm .30$ are reported.

Variable	Component 1	Component 2	Component 3	Component 4	Component 5	Component 6	Component 7
1. Same dwelling		+.34			+.86		
2. Children under 5	-.49			-.42	-.69		
3. No qualifications		+.76		-.33			
4. Children minded	+.56	-.59					
5. Pensions and benefits	+.74	+.36			+.38		
6. Unemployed							+.86
7. Labour force				+.92			
8. Single parents						+.91	
9. No cars	+.83		-.31				
10. Public housing				-.43		+.57	+.36
11. Other rented			+.76	+.32		-.33	
12. Drivers license			+.37	+.59		-.30	-.43
13. Separated	+.91						
14. Over 65							
15. Overseas born		-.75		+.32			
16. Low schooling		+.86					
17. Newly married women			-.30		-.80		
18. Women workforce	+.36			+.79			
19. Married women workforce			+.68	+.54			
20. Workforce married women			+.92				
21. Workforce separated	+.73		-.43				
22. Commute public transport		-.59					

10.4a - Loadings Matrix Continued

Variable	Component 1	Component 2	Component 3	Component 4	Component 5	Component 6	Component 7
23. Below \$5000	+0.57	+0.67					
24. Below \$7000	+0.51	+0.74					
25. 2+ cars	-0.57		+0.54				-0.33
Eigen Value	6.46	5.07	3.99	2.26	1.24	1.06	1.00
Proportion of Variance Explained	25.8%	20.3%	16.0%	9.0%	5.0%	4.3%	4.0%
Cumulative Proportion of Variance Explained	25.8%	46.1%	62.1%	71.1%	76.1%	80.4%	84.4%

10.4b - Component Scores For Study Areas (Z Scores)

	Component 1	Component 2	Component 3	Component 4	Component 5	Component 6	Component 7
Kingston	-0.31	-1.39	+1.47	+0.43	-2.01	-0.44	-1.11
Bridgewater	-0.16	-0.15	+1.00	-2.82	-5.59	+2.11	+2.65
New Norfolk	+0.09	-0.77	-1.56	-1.35	+1.50	+0.71	-0.32
Rural Derwent Valley	-0.95	+0.51	-0.77	-0.48	+0.44	-0.42	+0.60

In interpreting a table such as this, it is first necessary to provide some interpretation of the derived components. The extent to which a component is relevant to the assessment of need must be determined by the researcher, as in many cases the component may represent a clustering of variables in a particular combination which has no direct relevance to social need. This judgement must be made on the basis of the coefficients reported in the loadings matrix (Table 10.4a). In some instances a component may be positively correlated with some variables associated with "need", and negatively correlated with others, thereby indicating that the component cannot readily be interpreted as relating to "need", but rather to some other construct. In other cases an inspection of the loadings matrix may indicate a consistency in the correlations which suggests that the component might be regarded as representing some dimension of "need".

On examination of Table 10.4a, component 1 appears to be related to some aspects of overall "need", with a high score on this component being reasonably interpreted as indicating a high level of social need in an area. This can be seen from the high positive correlations with a number of variables implying social disadvantage and "at risk" groups, and an absence of negative correlations with such variables. Components 2 to 5 are less easily interpreted, as variables indicating need are correlated both positively and negatively with them. The clustering of variables in these components may be explained by phenomena other than "need", for example component 2 may represent differences between urban and rural communities, rather than differences between

communities which might be classed as high and low "need" areas. Components 6 and 7, although accounting for only small amounts of variance in the analysis, do appear to be more related to some idea of social need. Such interpretations of the data, of course, are largely intuitive, based on an inspection of the variables which contribute to the derived factors, and on the researcher's own ideas of what constitutes social need. This is another example of how the researcher's values can affect the determination of inferred need.

Having thus interpreted the loadings matrix, the focus of attention changes to Table 10.4b, where the component scores for the four study areas are reported in the form of z scores. Considering component 1 as an indicator of one dimension of need, only one of the four study areas, New Norfolk, falls above the mean for Tasmania, and even so, it is only barely above the mean. There is no justification, on the basis of this index, for classifying any of the areas as being "high need". By contrast, components 6 and 7 show high scores for Bridgewater compared with the other areas, and compared with the Tasmanian mean. Hence on the basis of these indicators of aspects of "need" there is some justification for classifying Bridgewater as a "high need" area.

Such an inconclusive result again reflects the elusive nature of a general notion of need, and the difficulties associated with attempting direct "measurement" of overall need using one technique only. To attempt to define a community as having a high or low level of "need", without specifying which particular forms of provision are or are not "needed", is neither informative nor useful.

for the purposes of resource allocation.

Of more interest, for the purposes of this study, are the results of the analyses performed on the shorter lists of variables, selected because of their perceived relevance for the determination of need for the four specific services which are the subject of this research, namely public transport, child care, personal counselling and community development workers.

Public transport

For the determination of the need for public transport, three components were identified, as indicated in Table 10.5. As with the analysis relating to the overall assessment of "need", it is necessary first to examine the loadings matrix (Table 10.5a) in order to determine the significance or otherwise of the three derived components as possible indicators of aspects of "need" (in this case, the "need" for public transport).

Component 1 shows high positive correlations with two-car families, married women in the work force, and licensed drivers, and a negative correlation with no-car families. The positive correlation with two-car families and the negative correlation with no-car families suggest that the component may possibly be related to need, with negative scores indicating a need for public transport, but this is in contrast with the positive correlations relating to married women in the work force. The component seems therefore to be related to the prevalence of two-car families and two-income

TABLE 10.5
PRINCIPAL COMPONENTS ANALYSIS - NEED FOR PUBLIC TRANSPORT

10.5a Loadings Matrix

Only coefficients greater than $\pm .30$ are reported

Variable	Component 1	Component 2	Component 3
7. Labour force		+.89	
9. No cars	-.75	+.43	
12. Drivers license	+.52	+.47	-.49
18. Women workforce		+.95	
19. Married women work- force	+.82	+.48	
20. Workforce married women	+.85		
22. Commute public transport			+.92
25. 2+ cars	+.86		
Eigen Value	3.27	2.19	1.13
Proportion of Variance Explained	40.9%	27.3%	14.1%
Cumulative Proportion of Variance Explained	40.9%	68.2%	82.3%

10.5b Component Scores for Study Areas (Z Scores)

	Component 1	Component 2	Component 3
Kingston	+1.22	+0.39	-0.11
Bridgewater	-1.04	-2.50	+1.20
New Norfolk	-1.29	-1.09	+0.56
Rural Derwent Valley	-0.07	-1.06	-0.19

families, and hence cannot readily be interpreted as indicating a "need" for public transport provision.

Component 2 appears to be more appropriately interpreted as indicating some aspect of "need" for public transport. The positive correlations with "no cars" and with the variables related to work force participation point to this component as a likely indicator of a dimension of need, and unlike component 1 there is no variable whose correlation with the component is such as to contradict this interpretation (the positive correlation with "driver's license" is not considered relevant in this regard, as possession of a driver's license does not necessarily imply ownership of, or access to, a car).

Component 3 has a high correlation with the proportion of the workforce who travel to work by public transport, and hence is related to utilization of public transport services. According to the interpretation placed on such results earlier in this chapter, this means that a high score on this component can be regarded as indicating a lack of need, as it represents a "need" that is being met, rather than an area where more services are "needed". A significant negative z score for an area, however, could be interpreted as an indication of some aspect of need.

It thus appears from the loadings matrix that components 2 and 3 may be related to certain dimensions of "need" for public transport, and it is now necessary to examine Table 10.5b to interpret the component scores in this light. If component 2 is accepted

as an index of need for public transport, it is difficult to make a case on this basis for there being a high level of "need" for public transport in any of the study areas; Kingston is the only area with a positive score on component 2, and that is not high. Similarly no area has a significant negative z score on component 3, and hence again none of the study areas emerge, on the basis of this analysis, as having a strong "need" for public transport services. The high score (+1.20) for Bridgewater on component 3, together with the negative score of -2.50 on component 2, could be interpreted as indicating that there is a high degree of utilization of public transport in Bridgewater, rather than indicating any "need" for more services.

In summary, on the basis of this analysis it appears that no case can be made for any of the study areas having a significant "need" for public transport. This is consistent with the results obtained from the summation of z scores, but is inconsistent with the picture of population defined need and caretaker defined need reported in earlier chapters.

Child care

For the analysis of variables thought to be of relevance to the "need" for child care, four components were identified, as indicated in Table 10.6. On examination of the loadings matrix (Table 10.6a), component 1 appears to be associated with marriage and separation, being positively correlated with the proportion of the population and the work force which are separated, widowed or

TABLE 10.6

PRINCIPAL COMPONENTS ANALYSIS - NEED FOR CHILD CARE

10.6a - Loadings Matrix

Only coefficients greater than $\pm .30$ are reported

Variable	Component 1	Component 2	Component 3	Component 4
2. Children under 5		-.43	+.80	
4. Children minded	+.39	+.41		+.36
7. Labour force		+.91		
8. Single parents				+.95
13. Separated	+.74		-.43	
17. Newly married women			+.91	
18. Women workforce		+.91	-.31	
19. Married women workforce	-.81	+.51		
20. Workforce married women	-.83		-.30	
21. Workforce separated	+.81	+.34		
Eigen Value	3.35	2.58	1.37	1.06
Proportion of Variance Explained	33.5%	25.8%	13.7%	10.6%
Cumulative Proportion of Variance Explained	33.5%	59.3%	73.0%	83.6%

10.6b - Component Scores for Study Areas (Z Scores)

	Component 1	Component 2	Component 3	Component 4
Kingston	-1.05	+0.94	+1.32	+0.12
Bridgewater	+0.15	-1.62	+4.28	+1.43
New Norfolk	+1.36	-0.88	-0.57	+0.73
Rural Derwent Valley	-0.16	-1.04	+0.43	+0.04

divorced, and negatively correlated with the participation of women in the labour force. Component 2 appears to be largely related to work force participation. Component 3 seems to be associated with the proportion of young families, while component 4 relates to single parent families. Therefore all four components could be seen as relevant in determining the "need" for child care, though none represents a comprehensive unitary idea of "need"; rather they each represent aspects of a "need" for child care services. In each case, the sign of the coefficients suggests that a high score on the component would indicate a high level of the particular aspect of "need".

The component scores for each of the four areas are reported in Table 10.6b. Here the score of Bridgewater on component 3 (+4.28) is an exceptionally high result, possibly indicating a high level of one dimension of "need" for child care. Some case could be made for some aspect of "need" in Kingston on component 3, Bridgewater on component 4 and New Norfolk on component 1. The results tend to indicate overall a somewhat higher level of "need" in Bridgewater than in the other three areas, although the score of -1.62 for Bridgewater on component 2 appears to contradict this. This particular result is presumably a function of the low proportion in Bridgewater of women in the labour force (see Appendices 2 and 12).

If it is accepted that each of the four components represents an aspect of the "need" for child care, a composite index of need could be developed by simply summing the z scores for the study

areas on each of the four components. No sign change would be necessary, as an examination of Table 10.6a shows that on each component a positive rather than a negative score would be interpreted as an indicator of need. Such a summation would result in summed z scores for each area as follows:

Kingston:	+1.33
Bridgewater:	+4.24
New Norfolk:	+0.64
Rural Derwent Valley:	-0.73

This supports the comments made above, that on the basis of this analysis a case could be made for there being a need for child care services in Bridgewater, and a weaker case could be made for a need also in Kingston. These figures could be further refined, by weighting the four components in such a way as to emphasise some components as more significant need indicators than others. Such judgements would be essentially subjective, and the weighting becomes another point at which the researcher's value judgements can be introduced into the process of the determination of inferred need.

Personal counselling

The analysis of the variables thought to be of relevance for determining the "need" for personal counselling services identified three components as indicated in Table 10.7. An examination of the loadings matrix (Table 10.7a) suggests that each of these three components can be regarded as relating to some aspect of "need" for personal counselling services. In each case a

TABLE 10.7

PRINCIPAL COMPONENTS ANALYSIS - NEED FOR PERSONAL COUNSELLING

10.7a - Loadings Matrix

Only coefficients greater than $\pm .30$ are reported

Variable	Component 1	Component 2	Component 3
5. Pensions & benefits	+.83	+.43	
6. Unemployed		+.38	
8. Single parents			+.86
13. Separated	+.89		
14. Over 65	+.93		
15. Overseas born		-.91	
16. Low schooling		+.83	
17. Newly married women	-.43		-.56
23. Below \$5000	+.65	+.64	
24. Below \$7000	+.59	+.72	
Eigen Value	4.83	1.55	1.07
Proportion of Variance Explained	48.3%	15.5%	10.7%
Cumulative Proportion of Variance Explained	48.3%	68.8%	74.5%

10.7b - Component Scores for Study Areas (Z Scores)

	Component 1	Component 2	Component 3
Kingston	-0.37	-2.28	-1.06
Bridgewater	-2.31	-0.06	-1.42
New Norfolk	+0.08	-0.37	+1.03
Rural Derwent Valley	-0.87	+0.72	-0.01

significant positive score on a component could readily be interpreted as reflecting population characteristics which represent some dimension of such a need.

Table 10.7b, which reports the component scores of each of the four areas, indicates that in general the scores are not high, with the highest being +1.03 for New Norfolk on component 3. This is in contrast to the low scores for Bridgewater on component 1 (-2.31), Kingston on component 2 (-2.28), Bridgewater on component 3 (-1.42) and Kingston on component 3 (-1.06). On the basis of this data, it would be difficult to claim that any of the study areas had a high level of "need" for personal counselling services, and overall the picture is one of a level of "need" somewhat lower than in Tasmania generally.

As was the case with child care, all components could be regarded as indicators of some aspect of need. A summation of the z scores, to provide a single index of need for personal counselling services, produces only one positive sum (namely +0.74 for New Norfolk), and this is not particularly high.

Community development workers

Three components were identified in the analysis of the variables thought to be relevant to the assessment of "need" for community development workers. The results are reported in Table 10.8. In interpreting these results it is again necessary to examine the loadings matrix (Table 10.8a) first, in order to determine the interpretations to be placed on the derived components.

TABLE 10.8

PRINCIPAL COMPONENTS ANALYSIS - NEED FOR COMMUNITY DEVELOPMENT WORKERS

10.8a - Loadings Matrix

Only coefficients greater than $\pm .30$ are reported

Variable	Component 1	Component 2	Component 3
1. Same dwelling 71	+.62		+.38
3. No qualifications		+.82	
5. Pensions & benefits	+.79		
6. Unemployed		+.60	
10. Public housing	-.67		+.46
11. Other rented			-.94
15. Overseas born	-.33	-.77	
16. Low schooling	+.56	+.67	
23. Below \$5000	+.87		
24. Below \$7000	+.82	+.42	
Eigen Value	4.64	1.57	1.02
Proportion of Variance Explained	46.4%	15.7%	10.2%
Cumulative Proportion of Variance Explained	46.4%	62.1%	72.3%

10.8b - Component Scores for Study Areas (Z Scores)

	Component 1	Component 2	Component 3
Kingston	-0.83	-2.23	+0.10
Bridgewater	-4.48	+2.78	+1.26
New Norfolk	-0.31	-0.06	+0.42
Rural Derwent Valley	-0.17	+1.02	-0.79

From an examination of this matrix, component 1 does not seem to represent a clear dimension of "need" for community development workers. The positive correlation with variable 1, and the negative correlations with variables 10 and 15, suggest that negative scores might indicate "need", while the positive correlations with the other four variables, on social security benefits, schooling and income, suggest the reverse. It may be that this component represents characteristics related to the difference between older rural communities and newer urban areas, and as both types of community may, under certain circumstances, be said to "need" community development, this component does not seem to be relevant to the determination of such a "need".

Component 3 similarly appears not to be a clear indicator of a "need" for community development workers. It would seem rather to be related primarily to the differences between public and private rental housing.

A stronger case can be made for component 2 as relating to some dimension of "need". Positive correlations with the variables indicating no qualifications, unemployment, low schooling and low household income are only contradicted by one negative correlation, with the variable "overseas born". This component thus indicates the prevalence of low levels of qualifications, income, education and employment, and therefore clearly a high score on this component could be interpreted as signifying a "need" for community development workers.

It is therefore appropriate to examine Table 10.8b, which reports the component scores for the four areas, in order to see whether the scores on component 2 are such as to allow a judgement to be made of a "need" for community development workers. The results suggest that there are grounds for claiming evidence of such a "need" in Bridgewater (a score of +2.78), and lack of "need" in Kingston (a score of -2.23). Some claim could also be made for a degree of "need" in the rural Derwent Valley because of the score of +1.02.

Summary

The results raise certain questions about the methodology employed for the census analysis. The selection of the state of Tasmania as the basis for the analysis may not have been completely appropriate. Because many of the variables used can be expected to vary significantly between urban and rural areas, these differences may have masked other tendencies which may have been evident had the Hobart urban area, or even the southern Tasmanian region, been used for the analysis. Also, the significance of a high or low score on a number of the variables will be different, depending on whether the community in question is urban or rural. For example, low levels of schooling and formal qualifications may not be regarded as disadvantageous in rural farming communities, whereas in urban areas these characteristics would be more likely to indicate a judgement of "need". In addition, some services are more applicable to urban areas than to rural areas. An example is public transport, for which it could be argued that an urban area should be compared only with

other urban areas, rather than with areas from the whole state.

The appropriateness of the variables has already been noted as a possible concern. This analysis was limited to variables which could be readily derived from census data, whereas in studies of inferred need other variables may also be regarded as relevant. The research reported here therefore represents only part of what a needs researcher might undertake in deriving a judgement of inferred need. The constraints of this particular study, where other methodologies also had to be utilized to assess population defined and caretaker defined need, precluded such additional analysis of demographic data, as well as the use of alternative areas for analysis.

Overall, the results of the census analysis, using both principal components analysis and the summation of z scores technique, are notable for the general lack of strong indicators of "need" for the relevant services in the study areas. There is some evidence to suggest that one could conclude from the data that there is a "need" for child care services in Kingston and Bridgewater, and for community development workers in Bridgewater, though these trends are not seen consistently throughout the analysis. In general the level of "need" that emerges from the results is not remarkable, and is if anything lower than the norm for Tasmania, as indicated by the number of negative z scores encountered using both techniques. This is in marked contrast to the indications from the results obtained for population defined need and caretaker defined need, where in each instance respondents tended to view the level of need in their community as higher than for Tasmania in general. This applies both

to "needs for" specific services, and also to "needs of" communities, or need in general.

The results do not clearly indicate either a ranking of areas or a ranking of services, as was apparent with both population defined need and caretaker defined need. The differences between the areas, and between the strength of results for the particular services, are neither consistent enough nor strong enough to warrant the construction of a table which could be compared with Tables 8.5 and 8.6, or Tables 9.6 and 9.7.

Analysis of Agency Service Statistics

There are limitations associated with the use of census data, as outlined above, and for this reason a needs researcher may also look to other sources for patterns of service provision and utilisation as a basis for judgements of inferred need. This relates to Bradshaw's concept of expressed need, where service demand and utilization are seen as measures of need.

Statistics regarding service provision were collected from a number of social agencies in Hobart, for the six months of July to December, 1978. The number of agencies used was limited, owing to practical difficulties relating to the form in which statistics were kept, and the reluctance of some agencies to cooperate with the research. This reluctance was significant with agencies involved in the personal counselling field, which have strict rules regarding confidentiality and which in some cases do not keep aggregate statistics

in a form which would be useful for this research.

The results are presented in Table 10.9. Of the two percentage figures shown for each case, the first (row percentage) shows the number of cases as a percentage of the total number of cases for the southern Tasmanian region and the second (column percentage) shows the number of cases as a percentage of the population of the study area. The Southern Tasmanian region was preferred to Tasmania as a whole, for comparative purposes, because of the regional organization of some of the agencies involved, which would have made state-wide figures difficult to obtain. The population of each of the study areas, from which the column percentages are calculated, is given as a crude estimate of expected usage; it is crude because it takes no account of variations in demographic structure, which would clearly affect the proportions of the various populations which are potential users of the services. The figures for enquiries about child care were obtained from the Tasmanian Office of Child Care, which unaccountably kept no statistics regarding relative demand for child care services. Staff of that office agreed to keep a record, for the month of October 1978, of requests or enquiries regarding child care services in the three study areas. This office had a part-time worker stationed in New Norfolk, whose role was to coordinate the family day care programme there, and of the 73 enquiries indicated in Table 10.9 for the Derwent Valley, 72 were reported by that worker. A similar part-time worker was not employed in the Kingston area, and one had only just been appointed to Bridgewater at the time of the survey. The high number of requests for child care recorded in Table 10.9 for the Derwent Valley can

TABLE 10.9
AGENCY SERVICE STATISTICS

Agency Data	Kingston			Bridgewater			Derwent Valley			Total for Southern Tasmania		
	N	Row %	Column %	N	Row %	Column %	N	Row %	Column %	N	Row %	Column %
Probation and Parole Service - Number of active cases	6	0.8	0.1	46	5.8	1.7	61	7.7	0.9	791	100	0.4
Department of Social Welfare - Children appearing in court	8	1.9	0.1	9	2.1	0.3	10	2.4	0.2	422	100	0.2
Department of Social Welfare - Supporting Mothers cases on file	11	5.0	0.2	35	16.0	1.3	17	7.8	0.3	219	100	0.1
Royal Hobart Hospital - Current social work cases	7	1.9	0.1	16	4.4	0.6	19	5.2	0.3	366	100	0.2
Mental Health Services Commission - Number of admissions (sample only)	7	3.7	0.1	13	6.8	0.5	10	5.2	0.2	192	100	0.1
Office of Child Care - Enquiries for child care (monitored for 1 month)	11	*	0.2	11	*	0.4	73	*	1.1	*		
Total Population - 1976 Census	6223	3.3	100	2750	1.4	100	6679	3.5	100	191296		

* Figures not available

therefore be seen as a function of the presence of this staff member and her active role in publicising her programme, rather than necessarily an indicator of a higher level of "need" than in the other two areas. This is an example of the way individual behaviour can influence the results obtained from one method, and underlines the importance of using several different methodologies to obtain a picture of inferred need.

The other figures in Table 10.9 were obtained in 1979 from agency records and statistics, and represent the entire number of cases recorded during the six month period, except for the figures for the Mental Health Services Commission which represent a sample of approximately one third of the admissions during that period. This sampling was necessary because of the nature of the record keeping and statistical procedures of the Commission, rendering the extraction of the data an extremely time-consuming operation. The sample was selected randomly from a computer printout of case file numbers.

Other than the figures (of doubtful validity) relating to the requests for child care, these figures do not relate to the specific service areas of the research, namely public transport, child care, personal counselling and community development, but rather can be seen as giving an indication of relative levels of utilization of certain selected social services, and therefore having some relation to a general view of need, or "needs of" particular communities rather than "needs for" specific services. When the figures are expressed as percentages of the population of

each area (thereby controlling for the differing size of the three communities) it is clear that Bridgewater has a higher level of service utilization than the other two areas, with the Derwent Valley in turn having higher levels of utilization than Kingston. This trend holds for all measures other than the requests for child care. Bridgewater clearly has a higher level of service utilization than does Southern Tasmania as a whole, while the figures for Kingston and the Derwent Valley are much closer to the figures for the region, as reported in the column at the extreme right of the table. Also Bridgewater clearly constitutes a higher proportion of the figures in each of the service categories than its proportion of the Southern Tasmanian population. The same trend is generally true for the Derwent Valley, though not to such an extent, but is not the case for the figures from Kingston.

Whether a high level of service utilization should be seen as implying a high level of "need" is a debateable point. It could be argued on the one hand that service utilization is an indication of need satisfaction, and that areas with low utilization have more "need". Alternatively, high levels of service utilization in an area like Bridgewater could be taken as an indication of higher levels of a variety of "needs" in the community, some of which may be met in part by existing structures, but with a higher proportion of residual "unmet" needs than is the case in an area like Kingston. The former argument is more applicable to the determination of specific "needs", such as the need for public transport, where it was argued earlier in this chapter that the percentage of the workforce travelling by public transport could be seen as a negative indicator

of that specific "need". In talking about a more general view of "needs of" a community rather than the more specific "needs for" particular services, the latter argument that high levels of service utilization imply high levels of "need" appears to be the stronger. In these terms, the data presented in Table 10.9 tend to suggest Bridgewater as the area of greatest "need" among the three study areas, with Kingston as the area of lowest need.

Newspaper Monitoring

The Hobart daily newspaper, *The Mercury*, was monitored for the six months from July to December, 1978. *The Mercury* is the only daily newspaper in Southern Tasmania, and is distributed to all three study areas. Articles, reports, features, editorials and letters to the editor were recorded, dealing with either the particular services studied (public transport, child care, personal counselling and community development) or the three study areas.

The newspaper items were classified in the following terms:

Neutral: items reporting factual information, indicating neither positive nor negative aspects of the area or service, and not indicating need.

Positive: items which indicated positive aspects of the area or service, for example commenting on the attractive environment of Kingston, or the quality of a child care centre.

Negative - Needs: items which indicated negative aspects of the area, or lack of adequate services, and could be interpreted as implying need, for example comments on the inadequacy of public transport or the problems of living in Bridgewater.

This represents a crude form of content analysis, in that it does not take account of other variables such as the position in the paper, and the size of the item. Content analysis can be undertaken using more sophisticated techniques for recording (see Babbie, 1975; Selltiz et al., 1976). The only differentiation that was made between items was between letters to the editor and other items. The rationale for this was that letters to the editor originate from the general public, though they are selected and edited by editorial staff before publication, and hence they reflect a combination of the values of the general public and of the editorial staff. Other items are written by journalists, and do not have the same involvement by the general public. Further analysis of newspaper coverage could have been undertaken, but as has been noted previously the decision was deliberately taken to use a number of different methodologies in this research, with the result that none of them could be pursued in sufficient detail to ensure ideal levels of methodological rigour or completeness. Obviously the categorisation of newspaper items in this way is somewhat arbitrary, in terms of whether an item is to be classified at all, and also into which category it is to be classified. This reflects the values and judgements of the researcher, in the same way as does the selection of variables for census analysis. For the purposes of this research, of course, this is not considered a methodological weakness, in that this is one of the characteristics of inferred need.

Tables 10.10a and 10.10b report the results of the analysis of items related specifically to the four services, namely public

transport, child care, personal counselling and community development. Articles, features and editorials are reported in Table 10.10a, and letters to the editor in Table 10.10b.

TABLE 10.10a
ANALYSIS OF ARTICLES, FEATURES AND EDITORIALS RELATING
TO THE SPECIFIC SERVICES (FREQUENCIES ONLY)

	<u>Public Transport</u>	<u>Child Care</u>	<u>Personal Counselling</u>	<u>Community Develop- ment</u>	<u>Total</u>
Neutral	26	6	2	1	35
Positive	1	2	5	0	8
Negative - needs	21	3	9	3	36
Total	48	11	16	4	79

TABLE 10.10b
ANALYSIS OF LETTERS TO THE EDITOR RELATING TO
SPECIFIC SERVICES (FREQUENCIES ONLY)

	<u>Public Transport</u>	<u>Child Care</u>	<u>Personal Counselling</u>	<u>Community Develop- ment</u>	<u>Total</u>
Neutral	5	1	0	0	6
Positive	2	1	1	0	4
Negative - needs	27	2	1	0	30
Total	34	4	2	0	40

Of the four services, public transport received by far the greatest coverage during the six month period. This was partly due to a controversy at the time about the administration of the Metropolitan Transport Trust, and a number of the items referred to this

controversy. However, even making allowance for this, public transport was by far the most widely covered of the four services studied. It is the only one of the four services for which the newspaper analysis provides evidence in support of a claim for a "need" existing in Southern Tasmania.

Tables 10.11a and 10.11b report the results of the analysis in relation to the coverage given to the three study areas, namely Kingston, Bridgewater and the Derwent Valley. Table 10.11a refers to articles, features and editorials, and Table 10.11b refers to letters to the editor.

TABLE 10.11a
ANALYSIS OF ARTICLES, FEATURES AND EDITORIALS RELATING
TO THE STUDY AREAS (FREQUENCIES ONLY)

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>	<u>Total</u>
Neutral	14	5	10	29
Positive	2	0	1	3
Negative - needs	1	3	8	12
Total	17	8	19	44

TABLE 10.11b
ANALYSIS OF LETTERS TO THE EDITOR RELATING TO
THE STUDY AREAS (FREQUENCIES ONLY)

	<u>Kingston</u>	<u>Bridgewater</u>	<u>Derwent Valley</u>	<u>Total</u>
Neutral	2	0	0	2
Positive	1	1	0	2
Negative - needs	1	4	6	11
Total	4	5	6	15

With articles, features and editorials, Bridgewater received less coverage than either Kingston or the Derwent Valley, though this was not reflected in the frequency of letters to the editor about the three areas. However the coverage given to Kingston does not indicate "needs" or negative features about the community, in contrast to articles and letters to the editor concerning Bridgewater and the Derwent Valley. These results provide some grounds for a claim of need in the case of both Bridgewater and the Derwent Valley, though the evidence is not strong.

There were very few items of any sort relating to "needs" for the specific services studied, in any of the three study areas. Of articles, features and editorials, there were three suggesting a need for public transport in the Derwent Valley, one suggesting a need for public transport in Kingston, and one article about general needs in Bridgewater which mentioned all four of the specific services studied in this research. Of the letters to the editor, three letters relating to Bridgewater mentioned a need for public transport, one of which also implied a need for personal counselling services. There were also three letters identifying a need for public transport in the Derwent Valley. On this basis it is hard to substantiate a high level of "need" or demand for any of the four services in any of the three study areas.

Summary

The determination of inferred need can draw on a wide range of data sources, methodologies and techniques. This chapter has

reported on the use of a small number of these for comparison with other approaches to the definition of need, discussed in earlier chapters. The methodologies were selected as typical of the methodologies a needs researcher might use, in attempting to determine inferred need.

It would be possible to use some of the techniques outlined in this chapter, particularly those involving census analysis, to determine which areas should be studied, in order to see whether variations between areas on measures of inferred need are also reflected in population defined and caretaker defined need. This approach was not adopted for this study, for the reasons indicated in Chapter 6.

The most significant finding from the results relating to inferred need is that the extent of need for the particular services in the study areas does not emerge nearly as strongly as is the case with both population defined need and caretaker defined need. There is undoubtedly a tendency for people to define need as "existing" to a much greater extent than is borne out by an analysis of census data. The data reported in this chapter generally do not support a claim for a particularly high level of need for public transport, child care, personal counselling or community development workers in any of the study areas, with a few possible exceptions. This is in direct conflict with the results obtained in the assessment of population defined need, and to some extent also in the assessment of caretaker defined need; in each case there was a

tendency for the respondents to the questionnaires to define need as "existing", and generally at a higher level in their geographical community than in other areas in Tasmania. The significance of this finding will be discussed further in the following chapters.

As some of the techniques used to assess inferred need attempted to derive an overall appraisal of "need", and to assess the extent of such need in the various study areas, they could be regarded as assessing "needs of" communities rather than "needs for" services, to use the distinction incorporated in the earlier theoretical discussion. Other techniques were related to the specific services under study, and therefore relate to the assessment of "needs for" particular provisions. However there is no evidence of differences between the two approaches in the assessment of social need, in contrast to the results relating to population defined and caretaker defined need, reported in previous chapters.

The three methodologies described in this chapter do not completely agree in their assessments of "need". The census analysis provides very little evidence for statements of need, whereas on the basis of the agency service statistics a case (though not an unassailable one) could be made for there being a higher than average level of social need in Bridgewater. Among the various methodologies available to the researcher, on which to base a judgement of need, there is not necessarily agreement, and the choice of methodology is in itself a determinant of the outcome of the research. The suggestion of this study is that there are differences between the judgements of need of different actors, but this chapter has indic-

ated that even where the judgement is made by the same person, in this case the need researcher, the picture of need changes with the methodology. Methodological orthodoxy suggests the strategy of triangulation as a safeguard against such a situation, but such an approach again suggests that there is one true answer, in this case an objective measurable level of need, and that the task of the researcher is to refine methodologies so that the "correct" answer can be found. One test of the "correct" answer is to see whether two methodologies produce the same result, and in this case they evidently do not. However in the light of the discussion in Chapters 3 and 4, a somewhat different explanation can be given to this finding. Rather than an indication of methodological weakness (though weaknesses there undoubtedly are), the results reported in this chapter reinforce the essentially arbitrary and subjective nature of need statements, and underline the main contention of this thesis, namely that a statement of need is a statement of values, rather than a statement of objective fact. It is therefore highly dependent on the values of the need definer, and on the data and the methodology that the definer sees as relevant for investigating a situation of "need".

CHAPTER 11

FACTORS AFFECTING NEED JUDGEMENTS

The discussion in earlier chapters about need statements suggested that the nature of the need judgement might be affected by the type of community concerned, and by the type of service being studied, as well as by the viewpoint of the person making the judgement. The grid in Chapter 6 (Figure 6.3) therefore indicated three axes along which a need judgement might be expected to vary. As a result of such considerations, the research reported in this study aimed to provide some tentative answers to some questions posed by the model of need statements as outlined in Chapter 5. In that chapter several factors were proposed as being of likely importance in determining need judgements, and in determining differences between population defined need, caretaker defined need and inferred need. These were: firstly differences in the methodological approach, considered in terms of the distinction between "needs of" a community and "needs for" a service; secondly a group of factors related to type of community, namely community integration, caretaker integration, social class and community development activity; and thirdly a group of factors related to type of service, namely stigmatization of service, publicity of service, relation to caretaker services, and individualisation of service.

It would require a far more exhaustive research project than that reported in this study to confirm or refute convincingly the propositions developed in Chapter 5, in relation to these factors. Nevertheless it is possible to comment further on the significance of these propositions in the light of the research results.

As was proposed in deriving the model outlined in Chapter 4, the research suggests that the definition of need does depend on who is making the need judgement, as well as depending on the methodology used as a basis for assessing that judgement. Population defined need, caretaker defined need and inferred need do vary, and the judgements of these three groups of actors are not always consistent with each other. The question "who is making the need judgement?" is therefore an important question to be asked about any needs study or need statement, and it follows that the values and interests of the need definer are also important in any analysis of statements of social need. This means that the judgement of need is appropriately subjected to political analysis, rather than simply being a statement of objective fact which is to be accepted as a value-free judgement by a person with assumed expertise.

"Needs Of" and "Needs For"

The results of the research indicate that the difference between statements of "needs of" particular communities and "needs for" particular services is of fundamental importance. It was suggested in Chapter 5 that a methodology seeking to answer "needs for" questions would be more likely to produce stronger definitions

of need than the "needs of" approach. When "needs of" was assessed, for both population defined and caretaker defined need, only public transport among the four services emerged as a clearly identified "need" in the three study areas, whereas in responses to "needs for" questions the other services also emerged as needs, in some cases as stronger "needs" than the need for public transport. Evidently the nature of a judgement of "needs of" is somewhat different from the nature of a judgement of "needs for", as the latter structures a respondent's perspective by requiring him to assess a specific "need" rather than considering an overall definition of "needs". Two different studies of an area, one based on a methodology for assessing "needs of" and the other based on a methodology for assessing "needs for", are therefore likely to produce different pictures of either population defined need or caretaker defined need. It is therefore important that need studies clearly distinguish between the assessment of "needs of" and "needs for", at least as far as population defined need and caretaker defined need are concerned. For inferred need, although both "needs of" and "needs for" approaches were utilized in this research, the differences between them were not marked, as in both instances there was little evidence found to support the existence of "need".

One reason for the tendency for "needs for" approaches to lead to stronger definitions of need than "needs of" approaches is the tendency which was demonstrated by the results of the research for both population and caretakers, but particularly population, to define a specific need as "existing" if given the opportunity, almost

regardless of the situation. The opportunity for the person making the need judgement to respond to a suggestion about a specific "need" is not present with the "needs of" approach. For all four of the services, in all three of the study areas, the responses to the survey items relating to need, if presented in isolation, would indicate the "existence" of a defined need from the perspective of both the population and the caretakers. The caretakers, however, appear to differentiate more between particular cases, as their higher priority "needs" were supported more strongly, and their lower priority "needs" less strongly, than was the case with the population. This tendency to define "need" as existing, almost regardless of circumstances, is one of the major differences between these two forms of need statement (population defined and caretaker defined) and inferred need. This is because inferred need, which utilizes the analysis of aggregate data, does not take account of collective judgements of need, but relies on the judgement of the researcher.

A further issue raised in Chapter 5, which also relates to the "needs of"/"needs for" distinction, is the question of differing comparative bases for need judgements. It was pointed out that a need judgement could be made by assessing the priority of a "need" compared with other "needs" in the community, or alternatively by comparing the "need" in that community with the "need" in other communities. In the former case the community is the "constant" while the needs for different services are assessed, while in the latter case the service is the "constant", and different communities are assessed. For this reason, in the former case the comparative judgement is one of "needs for" different services, while

in the latter case the comparative judgement is one of "needs of" different communities.

The questionnaire used in the research required respondents to make a number of different need judgements relating to the "existence" of need, the priority of a need among other needs of the community, and the relative strength of the need compared with other communities in Tasmania. Although these three judgements are not logically connected, and a response to one question does not necessarily determine the response to another, there was nevertheless a tendency for people to answer these questions in the same way, resulting in statistically significant positive correlations between the responses to the various items. As far as population defined need is concerned, the comparative basis for need judgements does not therefore seem to be an important determinant of variation in judgements of need. The concept of "need", it appears, tends to be understood in a non-specific way, rather than as relating to more precise definitions of priorities between services and between communities. This is particularly so in Bridgewater and the Derwent Valley, and the tendency is not so strong in Kingston, suggesting that social class variables may also be important here.

Other results relating to the definition of "needs for" can also be noted at this point. There is a tendency for people to define social need from their perception of their individual or family needs. Those who see themselves as potential users of a service are more likely to define that service as "needed" in their

community than are those who do not perceive themselves "having" an individual need. Thus there is a link between the experience of individual need and the perception of community need, even though this is not a logically necessary connection.

On the basis of this research, there does not seem to be a tendency for people who define one "need" as existing, or of high priority, to define other "needs" in the same way. Although respondents did not appear to be able to distinguish between the different priority questions relating to a "need" for a particular service, they were clearly able to distinguish between "needs" for different services, and the relevant correlation coefficients were generally low and not statistically significant.

These observations about the nature of need judgements relate primarily to population defined need, because it was only in this aspect of the research that samples were large enough for data to be available in a form enabling the necessary analyses to be made. Whether they also apply to the judgements of caretakers and researchers cannot be concluded from this study, and would need to be the subject of further research. It may well be that caretakers and researchers do not define social need in the same way as the population in general, and that the observations made in the preceding paragraphs do not apply to need judgements made more from a position of assumed expertise.

Factors Related to Type of Community

Because the community is one of the important elements in a social need statement of the form "Community X needs service Y", four factors relating to type of community were identified in Chapter 5 as being of possible importance in affecting need judgements. These were community integration, caretaker integration, social class and community development activity. It is now pertinent to return to this discussion and evaluate the comparisons between the three types of need statement in the light of these four factors.

Community integration

It was suggested in Chapter 5 that in more integrated communities one might expect more congruence between the three kinds of need definition than in less integrated communities. It was further suggested in Chapter 6 that of the three study areas, the Derwent Valley could be regarded as the most integrated and Bridgewater the least integrated, with Kingston representing a point between the two. Thus if community integration is an important determinant of need judgement, one might expect less difference between the three types of need statements in the Derwent Valley than in Kingston, and more difference still in Bridgewater. This is not evident from an inspection of the results; there are differences between areas, and between population defined, caretaker defined and inferred need, but not consistently in the direction suggested. Any effect that community integration may have on determining need judgements

is masked by other influences which have more strongly affected the differences in need definition between areas and between types of service.

Community integration is itself a relative concept. Social theorists have for many years been pointing to continuing community disintegration in industrial society, and the most "integrated" of the three communities surveyed in this research, namely the Derwent Valley, is still a long way removed from Tonnies' ideal type of "gemeinschaft", or Durkheim's "mechanical solidarity" (Tonnies, 1955; Bell and Newby, 1971; Poplin, 1972). It could well be argued that although there is likely to be more integration in the Derwent Valley than in Bridgewater or Kingston, nevertheless all three are much closer to "gesellschaft", or to "organic solidarity", and that on the most important determinants of integration all three can be regarded as relatively disintegrated (as indeed is the case for virtually all communities in industrialised capitalist societies). Hence it would be too simplistic to conclude from the results of this research alone that community integration does not affect the pattern of judgements of social need. The research reported in this study did not use any measures of "integration" to determine how integrated the three communities were; the assessment was largely intuitive, and based on the population characteristics of the three study areas. Such a measure of integration would be required, together with a larger number of communities for comparison, in order to test this proposition more effectively. All that can be concluded from the present research is that there is no indication that the extent of community integration is a primary

determinant of the patterns of need judgement in a particular community.

Caretaker integration

It was suggested in Chapter 5 that in cases where caretakers were largely internal, there would be more likely to be close agreement between population defined and caretaker defined need. The caretaker questionnaire contained items designed to classify the caretakers as internal or external, and the results reported in Chapter 9 indicate that the Kingston caretaker sample could largely be described as internal, the Bridgewater sample as external, and the Derwent Valley sample as somewhere between the two. This was consistent with the expectation in Chapter 6, where criteria for selection of areas were discussed.

The results of the research again indicate no strong evidence in support of this proposition though there is a slight trend in this direction. In terms of the perceived "existence" of need, the differences in results between the household survey and the caretaker survey do not appear to be less in the case of Kingston than in either Bridgewater or the Derwent Valley, as is indicated by an examination of Table 9. However the results as reported in Table 9 do show that within Kingston there is closer agreement between the general population and the caretakers when the results are presented to indicate the order of priority in which "needs" for particular services are emphasised. In this regard the caretakers of Kingston seem to be closer in their judge-

ments to the general population of Kingston than is the case with either Bridgewater or the Derwent Valley, thus lending some support to the research proposition. Although there does not seem to be any more agreement between internal caretakers and the population than between external caretakers and the population as far as the extent of a "need" is concerned, it appears that there is more agreement about the order of priority of the particular "needs". Thus although the research proposition does not seem to be supported in relation to the estimation of the extent or strength of a "need", there is some support for it as far as the ordering of the priority of needs is concerned.

This support must be further qualified by more detailed examination of Table 9.7. As the Derwent Valley was characterised by a mixture of internal and external caretakers, while Bridgewater's caretakers were largely external, one would expect there to be more agreement between population and caretakers in the Derwent Valley than in Bridgewater, though not as much as in Kingston. In fact on examination of Table 9.7 the reverse appears to be the case, as there is less similarity between population and caretaker results in the Derwent Valley than in either of the other areas. This casts further doubt on the proposition in question. The trend is far from clear, and of course the small caretaker samples used in this study demand further caution in the interpretation of the results. It is an interesting point warranting further research utilizing larger samples and involving more than three communities, but little more than that can be concluded with confidence.

Social class

The potential role of social class in affecting need definition has been discussed in Chapter 5. It was suggested that the making of social need statements may be essentially a middle class phenomenon, causing population defined need to emerge more strongly in middle class areas than in working class areas. This trend could be further accentuated by higher levels of aspirations in middle class communities. It was also suggested that this trend would not be evident in the case of inferred need, where need was likely to be defined as higher in areas of low socio-economic status. With caretaker defined need it was suggested that, because of their essentially middle class background, and their own interests as service providers, the caretakers would show a tendency to define need as existing in most cases, but because of their comparative approach this tendency would be more marked in more disadvantaged areas.

Of the three communities, Kingston can be regarded as a predominantly middle class community, and Bridgewater and the Derwent Valley as predominantly working class communities (see Chapter 6 and Appendix 2). The results of the research are in some ways consistent with the proposition, in that perceived needs for public transport and child care emerge more strongly in Kingston than in the other two areas as far as population defined need is concerned, and are much more pronounced with population defined need than with caretaker defined or inferred need. This is not the case with needs for personal counselling or community development. Caretakers seem

to identify need more strongly than does the population in the working class communities of Bridgewater and the Derwent Valley, but not in the middle class community of Kingston (with the exception of the need for the more stigmatised personal counselling services).

Social class is also a possible explanation for the result noted in the previous section, namely the closer agreement between caretakers and population in Kingston regarding the order of priority of need for the four services. If need judgement is determined by social class, in the way suggested, then the essentially middle class background of most community caretakers would lead one to expect such a result. This is not inconsistent with the conclusions of the previous section, as it is predominantly social class factors which result in the Kingston caretakers being classified as largely internal. Whether caretakers are internal or external is, to some extent, dependent on the social class characteristics of the community concerned, and therefore the two factors cannot be regarded as independent.

The trend for higher levels of need definition in Kingston is certainly not evident in the case of inferred need, and this too is consistent with the propositions derived in Chapter 5.

The apparent support for the research proposition is not confirmed by the cross-tabulations reported in Chapter 8 relating to population defined need. Cross-tabulations of need definition with a crude classification of occupational status failed to produce statistically significant correlations, indicating that people from

households where the principal income earner was from a professional, technical, managerial or clerical occupational group did not define need in a significantly different way from people in households where the principal income earner had a different occupation. Thus the apparent support for the proposition is not unqualified, and the results of the research are somewhat inconclusive. It appears that it is the class nature of the community, rather than of individuals, which may be of importance in affecting the judgement of community need, and in this light it could still be contended that the results of the research do seem to lend some support to the suggestion that social class is a significant determinant of need definition.

Community development activity

It was suggested in Chapter 5 that one of the uses of the model of need statements developed in this study might be to provide a framework for community development. This would see community development activity as aiming to bring about congruence of need definition, through improved communication, consciousness raising, and so on. The implications of this approach will be considered in Chapter 12. If such a model of community development was followed, one might expect there to be more agreement between the three forms of need definition in areas where community development activity has taken place.

Of the three study areas, Bridgewater is the only one where there has been any significant community development activity, and

therefore it may be suggested that in Bridgewater there will be less difference between population defined need, caretaker defined need and inferred need than in the other two areas. The results of the research in no way support this proposition, and on the basis of this study it does not seem that community development activity has any significant role in determining the pattern of need judgements in a community. It would seem that other factors, such as social class, have a more significant impact, and mask any effect that community development activity might have.

Again, it is premature on the basis of this research alone to conclude that the effect of community development activity on need judgement is negligible. No research has been done to determine the extent of the differences between the three forms of need definition in Bridgewater prior to any community development activity, nor has the pattern of need definition in Bridgewater been compared with the pattern in a community of similar population characteristics, but where community development activity has not been undertaken. Such studies might well indicate that community development activity has in fact affected the definition of need in Bridgewater. It may also be that other forms of community development than those used by welfare workers in Bridgewater would be more effective in altering the pattern of need judgements. A model of community development specifically designed around the definition of need may well be more significant in bringing about congruence of need definition, and the development of such a model could well be a fruitful area of enquiry for community development theorists. This point will be taken up in the discussion in Chapter 12.

Factors Related to Type of Service

The other important element in a statement of social need, "Community X needs service Y", is the service. Four service-related factors were identified in Chapter 5, which were thought to be of possible importance in affecting need judgements. These were stigmatisation of service, publicity of service, relation to caretaker services and individualisation of service.

Stigmatisation of service

It was suggested that more stigmatised services would be less likely to be defined as "needed" by the population than by caretakers or by those defining inferred need. Only one of the four specific services surveyed in this study can be regarded as stigmatised, namely the need for personal counselling services (see Chapter 6). Examination of Tables 9.4 and 9.5 shows that, of the three study areas, the suggested trend is only evident in Kingston when population defined need and caretaker defined need are compared. Analysis of inferred need in Chapter 10 did not show a high indication of need for personal counselling services in any of the three study areas (see Tables 10.1 and 10.7).

This result in Kingston, of population defined need for personal counselling services being lower than caretaker defined need, is more significant than it might appear when it is remembered that in general the trend in Kingston was for population defined need to be rather greater than caretaker defined need. It may well

be that there is an interaction between social class and stigmatisation of need in the determination of need statements, in that stigmatisation is of greater importance in middle class communities such as Kingston, and has less significance as a determinant of need statements in working class communities such as Bridgewater and the Derwent Valley. This is not a particularly surprising result, as it is quite possible that reaction to stigmatisation will vary with social class or economic status. It also emphasises that the hypothesised determinants of need statements are not necessarily independent of each other, but may interact in complex ways. Within that interaction, the research suggests that stigmatisation of services may be an important factor affecting some judgements of social need.

Publicity of service

It was suggested that the extent to which a particular "need" is publicised, and exposed to public debate, may affect the way in which that need is defined. It might be expected that more publicity would lead to there being closer agreement among need definers than is the case where there is little publicity, and furthermore it may be that publicity has an effect of generally increasing awareness of that "need", and hence the likelihood of that need being defined.

The results of the newspaper analysis, reported in Chapter 10, clearly indicate that of the four services, public transport receives the greatest coverage in the press, and can be presumably

regarded as the most publicised of the services during the research period.

The results of the research using the "needs for" approach do not show any strong support for this proposition. For example, an inspection of Tables 9.4 and 9.6 does not show any closer agreement on the need for public transport than for the other three services studied, and an examination of Table 9.7 shows that, except in Kingston, there is no tendency among either the population samples or the caretaker samples to emphasise public transport in comparison with the other services. The result in Kingston could be readily explained in other ways, though it is possible that publicity is more significant in middle class areas such as Kingston than in working class areas such as Bridgewater or the Derwent Valley.

In response to the open ended questions, relating to "needs of" communities rather than "needs for" services, a different picture emerges. Here public transport was the only one of the four selected services to emerge as a significant category in the responses, and it appears to have a clear priority in response to these open ended questions, as distinct from the closed questions about "needs for". It might be suggested, from this result, that publicity may have a more significant effect on the judgement of "needs of" rather than "needs for", though again further research would be required before this could be concluded with certainty.

Relation to caretaker services

It was suggested that "needs" for services which are normally provided by caretakers would be likely to show a higher degree of caretaker-defined need, in excess of population defined need, than would "needs" for other kinds of services. Of the four services studied, it was suggested that the need for public transport did not directly relate to a caretaker provided service, whereas the other three did.

An examination of Table 9.5 does not indicate significant support for this suggestion, but a somewhat different picture emerges when the responses to the open ended questions dealing with "needs of" are considered. Here there was a tendency for caretakers to emphasise personal services more than did the general population, and to concentrate less on needs for more physical services such as roads and footpaths. Thus, as with the previous result relating to publicity of services, there appears to be something of a difference between judgements of "needs of" and "needs for". The results in relation to the former lend more support to the research proposition than do the results in relation to the latter, raising an interesting question for further research exploration, and also underlying the importance of the distinction between "needs of" a community and "needs for" a service, as discussed earlier in this chapter.

Individualisation of service

One of the justifications for including the need for community

development workers as one of the "needs" to be studied, was that it is a "need" calling for a judgement at a collective level, which a respondent could not readily relate to his own perceived personal needs. It was suggested that this may affect in some way the nature of the need judgement.

In analysis of the results relating to population defined need, it was found that there was some tendency for respondents to relate the definition of community need to their own perceived personal needs, and that an individual who saw himself as needing the particular service was more likely to emphasise it also as a community need, than was an individual who evidently did not experience the "need" on an individual level. This clearly supports the above suggestion, by indicating a clear link between individual experience and the definition of need at a community level.

An examination of the results relating to community development does not appear at first sight to lend much support to this research proposition, as there are no characteristics which appear to be unique to the "need" for community development workers, in the definition of need. However, "community development workers" does not in general emerge strongly as a priority need, and it can be suggested that this is because of the lack of individual experience of need which can be readily equated with a need for community development at a collective level. This would make it less likely that people will define a "need" for community development in comparison with other services.

The results in relation to community development, therefore, do not necessarily contradict the tendency noted in the analysis of the responses to the household survey, and do not necessarily detract from the suggestion that whether a "need" can be perceived individually might affect the need judgement. It appears, therefore, on the basis of this research, that there may be some support for this proposition relating to individualisation of services.

Summary

This chapter has drawn together the principal findings of the research in relation to the propositions derived in Chapter 5.

The results indicate differences between population defined, caretaker defined and inferred need. Population defined and caretaker defined need show generally similar trends in the study areas, though the judgements of caretakers were, to some degree, more discriminating than the judgements of the population. Inferred need, as assessed in this study, shows quite a different pattern of need judgements, with "needs" not emerging in the same way as they do with the population samples and the caretakers.

The distinction between "needs of" communities and "needs for" services was shown to be of particular significance, especially with population defined need and caretaker defined need. Methodological approaches seeking the judgement of "needs for" particular services appear to produce stronger definitions of need than do approaches seeking the judgement of "needs of" particular communities,

1. Interpretation of population defined and caretaker defined need is, furthermore, subject to any qualifications imposed by standard errors for individual items.

at least as far as the need for child care, personal counselling and community development workers is concerned. This can be related to the tendency for population and caretakers to define a specific need as "existing", given the opportunity.

It was suggested in Chapter 5 that four factors relating to type of community, and a further four factors relating to type of service, might be significant in contributing to differences between population defined, caretaker defined and inferred need. Of the four propositions related to type of community, only one, namely the proposition concerning social class, appears to have some support as a result of the analysis of the research results. Even in this case the evidence is far from clear. Of the four propositions relating to type of service, however, the data provide some qualified support for each of them. As a result, it might be tentatively suggested that factors relating to type of service appear to be more significant in the determination of need judgements than do factors relating to the type of community in which the "need" is seen to be located, with the possible exception of social class factors, which also appear to be significant. It is also apparent that these factors do not necessarily operate independently, but are related to each other in complex ways. Social class, for example, relates to several of the other factors discussed, in terms of both type of community and type of service.

The variations in need definition which have been identified by the research have shown that all three axes of the grid shown in Chapter 6 (namely type of need statement, type of community

and type of service) represent important variables in the assessment of social need. In addition a fourth dimension could be inserted, namely the "needs of"/"needs for" distinction. The research has also indicated how some of these factors might be important, though because of the exploratory nature of the research design, these must be regarded as interesting findings indicating significant areas worthy of further investigation, rather than as definitive conclusions. The implications of the findings for further research will be considered in Chapter 12. It can be claimed, however, that the approach to social need, and the model of need statements, which have been proposed in this study, provide a useful framework for such further theoretical and research work, and that in this study this approach has generated research which has produced some theoretically interesting results, and which has demonstrated the utility of the model.

CHAPTER 12

CONCLUSIONS AND IMPLICATIONS

The empirical aspect of this study has facilitated the identification of a number of characteristics of social need statements. Discussion in the previous chapter showed some factors to be of potential significance in the determination of judgements of social need. Moreover, the distinctions between "needs of" particular communities and "needs for" specific services, and between population defined, caretaker defined and inferred need, have been shown to be important in identifying different sorts of need judgements. Other characteristics of social need statements have been noted, such as the tendency for people to generalise from their perceived individual needs to definitions of social need.

This concluding chapter will outline some of the implications of the study in terms of the utility of the model of need statements which was developed, and will demonstrate how that model can be used as a basis for the analysis of need studies, the design of need studies, and the conceptualisation of community development. In conclusion, some implications for further research will be considered.

The Utility of the Model of Need Statements

One of the aims of this study was to develop a model of

social need statements which would be conceptually sound and which would act as a useful frame of reference for discussion and further research about the concept of social need and its determination. The model was proposed in Chapter 4 following the conceptual development of the previous chapters, and the subsequent chapters have reported some research which has attempted to test in a preliminary way some questions raised by the model. In doing so the research has also been testing the appropriateness of the model itself.

The model developed in Chapter 4 proposed three categories of need statements, namely population defined need, caretaker defined need, and inferred need. Although these three forms of need statements are conceptually distinct, it is also important to determine whether in practice there are significant differences between them, in order to determine whether an approach to need statements based on the position of the need definer reflects real differences of perspective. The results of the research in this study tend to indicate that such an approach is valid, in that there do appear to be real differences between the three different categories in the patterns of need definition. The three forms of need statement vary in different ways, depending on the nature of the community and on the nature of the service being studied. The details of this variation were discussed in the previous chapter, in relation to the specific propositions derived in Chapter 5. At this stage of the discussion the important point is that the proposed model encourages such an exploration, and as such is useful in that it provides a framework for a further consideration of the nature of statements of social need.

The model provides a perspective for the understanding of several debates and areas of research in the field of resource allocation. For example, the debate in relation to "subjective" and "objective" social indicators can be understood in terms of the difference between population defined need and inferred need, and the findings of research on the difference between these two types of need statements can be used in the interpretation of social indicator studies. However the model does more than simply making the differentiation between objective and subjective indicators in a different way; it helps to identify the significance of the difference between the two by drawing attention to the importance of explicitly identifying the person or people making the need judgement. Another use of the model is that it allows various different "needs studies" to be classified and compared, and hopefully could lead to more precision in the use of the term by those who talk of "assessing the needs" of a community. This will be developed further, later in the chapter.

It is important, however, that the model be understood in terms of the conceptual argument which led to its development, namely that it is inappropriate to talk about a "need" as existing in some objectively measurable way, but rather that the important thing about a "need" is that it is defined, on the basis of a complex interaction of values, knowledge and data. Therefore the focus in any discussion of "need" should be on the act of need definition; on the need definer and the position from which the need definition is made. The model emphasises the position of the need definer, and the source of the need judgement, and as such casts the notion of

need in a conceptually more appropriate frame of reference. The model can therefore serve both as a warning and as a guide to planners and policy makers who utilize needs research in the process of resource allocation.

The research has indicated some differences between population defined need, caretaker defined need and inferred need. Hence it is important that these different approaches to need determination be distinguished in any discussion of social need. There is a difference between a claim for provision of a particular service which is based on population defined need and a claim which is based on caretaker defined need or on inferred need, and it is important that this distinction be made. The choice of which form of need statement is the most appropriate as a determinant of service provision is one which involves particular value choices, and is likely to vary depending on the values of the resource providers, and also depending on political considerations. Participatory values, emphasising the importance of people being able to control their own lives, would clearly support population defined need as being the most important determinant of allocation, whereas if value is attached to professional expertise or "scientific" measurement, then respectively caretaker defined need and inferred need would be the preferred forms of need determination. None of the three can be claimed as any more valid than the others, in any objective sense, but the model does provide a framework for a debate about the most appropriate form of need determination in any particular case, and can encourage such value positions to be made explicit. Current use of the concept of social need tends to mask

the inherent value positions regarding such issues as participation and expertise; they too often remain implicit in a study of social needs. Models such as Bradshaw's, by concentrating on methodology, do little to correct this situation, whereas the model proposed in this study, by drawing attention to the source of the need judgement, can help to open up the value debate which is inherent in any discussion of needs.

The research has also raised an important point about the spatial scale of needs assessment. In this study, population defined and caretaker defined need were assessed at a local level, while inferred need was assessed at a state level. It may be that this is also important in determining the patterns of need judgements, and it is possible that the analysis of inferred need at a smaller level (such as the Hobart urban area) may have resulted in a closer match between inferred need and population defined or caretaker defined need. In the choice of the spatial scale for the assessment of need, the purpose of the assessment, namely resource allocation, is important. If the allocation is to be made at a state or national level, the assessment of need at a local level is somewhat inappropriate. However it is difficult to assess population defined need at a national or state level, as people would need to be asked to make judgements about groups or communities beyond their experience. The model of social need statements developed in this study does not resolve such problems, but at least it helps to identify and highlight their significance.

There is one important problem about the use of any model such as the one developed in this study. As has been seen in the earlier chapters, social need is a complex concept, involving a number of different values and assumptions. Inevitably there is a temptation to use any model simplistically, as a glib way of categorising a concept which is not appropriately categorised so easily. If used correctly, a model such as this should open up the more complex questions for consideration and debate, and for further research, rather than being used to provide a simple convenient classification. This is not a comment on the validity of the model, but rather on its potential use or abuse.

The Assessment and Analysis of Needs Studies

The model of social need statements, used as a framework for the research in this study, can also be used as a framework for the analysis and assessment of "needs studies" of various kinds. For the purposes of this discussion a needs study can be regarded as any piece of research which leads to the formulation of need statements, and the use of the model enables one to ask a number of questions about the needs study, in an attempt to analyse and evaluate it. In this section a number of such questions will be proposed, which could form a basis for a model for the assessment of studies of social need.

The distinction between statements of "needs of" and "needs for" is an important one, and the first question which must be asked is to determine whether the study is attempting to assess "needs of"

a community, or "needs for" a service, or some combination of both. The justification for this decision must then be examined and evaluated, and alternatives explored.

The next question that can be asked about a needs study is to determine whether it is seeking to assess population defined need, caretaker defined need or inferred need, or some combination of the three. It must then be asked whether there is an adequate rationale for the decision, or whether the choice of type of need statement has been made on the basis of an implicit value judgement as to who has the "right" to make the definitive judgement of need in the particular case. Once this has been determined, there are several questions, set out below, that can then be asked about each category of need definition, and which can be used for further analysis of a particular needs study. It is suggested that a good needs study should address itself to these questions, if it is to retain conceptual consistency. These questions arise out of the points which have been identified in previous discussion as being possibly of importance in affecting the judgement of social need. Strict methodological questions, for example relating to the size of samples or the design of questionnaires, are not included in these lists. This is not to say that they are unimportant, but they have been adequately addressed in the literature on research methodology, and for the purposes of this discussion it is assumed that such questions about methodological rigour would also be asked in the assessment of studies of social need.

Population defined need

For the determination of *population defined need* the following questions should be asked about any need study:

1. *What are the social class characteristics of the group making the need judgement, and of the community about which the judgement is made?*

Social class appears to be an important variable in determining the extent of population defined need, and the nature of the need judgement may be different in primarily working class communities from the nature of the need judgement in primarily middle class communities. The effect of social class is likely to be complex, but it is certainly a variable which should not be ignored in the interpretation of the results of research attempting to assess population defined need. Social class is also likely to be significant in assessing some of the issues raised in the other questions below.

2. *What are the dominant community values, and value conflicts, about the service or services for which the extent of "need" is being assessed?*

There can be a conflict of values in the community about the desirability of provision of particular services; in the case of the present research this was clearly evident with child care. It appears from the results of this study that conflict of values can affect the nature of the need judgement, and should therefore be

taken into account in any analysis of need. The effect on the need judgement of stigmatisation of services is particularly important, as this can affect the way in which the "need" for a service is perceived; there is some evidence that this may be more significant in a predominantly middle class community than in a predominantly working class community.

3. *Is the need judgement merely a judgement of the existence or strength of a "need", or is the population concerned also seen as making judgements about the priority of different needs, or the relative levels of need in different communities?*

There is some evidence that people tend to make the same sorts of need judgements in response to the three different queries implied by this question, but the three are nevertheless conceptually separate. The fact that people may to some extent be unable to distinguish clearly between these three sorts of need judgements means that needs studies should be cautious in the interpretation of the results of surveys assessing population defined need, where judgements of priorities are expected. It appears that respondents to questionnaires are primarily relating to a generalised concept of "level of need", rather than making informal judgements about priorities or comparisons with other communities, and this should be taken into account when interpreting data obtained from needs surveys.

4. *To what extent is the judgement of social need likely to be generalised from people's own per-*

ceptions of their individual needs?

Although one individual's personal needs and the needs of the community in which he or she lives are not necessarily the same, there is some evidence from this research to suggest that the individual experience of need can affect the judgement of social need. The extent to which respondents are in a position to generalise from their own perceptions of need to a statement of social need will affect the nature of that judgement, and must therefore be considered in any needs research. This generalisation can also be made in the interpretation of data by the researcher, who may equate a number of individual expressions of personal need with a certain level of community need; this ceases to be population defined need, under the model developed in Chapter 4, and is effectively inferred need, as the researcher rather than the population is making the social need judgement.

5. How far within or beyond the experience of an individual are the communities whose needs he is being asked to judge?

Although the research reported in this study did not attempt to address this question, it is clearly an important one to be considered with population defined need assessment. If people are asked to judge the level of a need at a state or national level, those judgements must be interpreted differently from judgements made at a neighbourhood or suburb level. This relates to the question of the spatial scale of needs research, raised earlier in the chapter.

This study has indicated that these five questions are all important in the analysis and evaluation of a needs study which attempts to determine population defined need, as well as the more common methodological issues relating to sampling, instrument construction, and so on. Any case which is made for population defined need, on the basis of a needs study, should therefore address these issues in the analysis of the relevant research.

Caretaker defined need

For the determination of *caretaker defined need* the following questions need to be considered:

1. *What is the caretakers' experience of the population groups about which they are being asked to make a judgement?*

Just as it is important in assessing population defined need to take account of the importance of the spatial scale of analysis in affecting the experience of the need definer, so the experience of caretakers is important in assessing caretaker defined need. It may be that caretakers are being asked to make judgements about a population of which they have limited or selective experience, and if so, this will need to be taken into account in the interpretation of research results. The distinction between internal and external caretakers may also be important here, as external caretakers are more likely to have only a selective experience of the life of the community than are internal caretakers, who are more closely identified

with the values and lifestyle of the community concerned.

2. *How are the interests of the caretakers related to the need judgement?*

There is some, though not conclusive, support from the research for the contention that caretakers may be more likely to emphasise the need for services of the type provided by caretakers, requiring professional help, rather than other kinds of "needs". The responses of caretakers, to questions about both "needs of" and "needs for", should therefore be interpreted with this in mind, in the determination of caretaker defined need.

3. *What kinds of judgements are the caretakers expected to make about the population concerned?*

In the reported research, the caretakers were not particularly accurate in assessing phenomena such as the level of satisfaction reported by the population. If the need judgements required of caretakers necessitate their making such assessments about the population, this should be acknowledged in the analysis of a needs study which seeks to establish a claim of need on the basis of caretakers' need definitions.

These questions raise important issues which should be addressed in any study concerned with determining caretaker defined need, and with making a claim for "need" based on caretakers' perceptions. They are important for assessing the conceptual and

methodological adequacy of such research.

Inferred need

For the determination of *inferred need*, where the need judgement is made by the researcher, the following questions are important.

1. *What are the interests of the need definer?*

With population defined or caretaker defined need, the value judgements inherent in the need statement are generally those of a group of people, normally a sample of some kind. With inferred need, the value judgements are made often by one person, the need researcher or study designer. It is particularly important that the interests of this person, and his reasons for seeking to make a need definition, are made explicit, because the choice of methodology can be important in determining the outcome. Someone intent on either establishing or disproving a "need" can frequently design a need study in such a way that, intentionally or unintentionally, the desired result can virtually be guaranteed. The interests of the researcher should therefore be openly acknowledged, and should be the subject for scrutiny by any commentator attempting to evaluate a study assessing inferred need.

2. *What methodology was chosen and why?*

The choice of methodology for the determination of inferred need is

clearly a value-laden decision, and the fact that different methodologies are likely to produce different pictures of need means that this decision is of critical importance, and must be scrutinised in the analysis and evaluation of a study of inferred need. The rationale for the selection of a particular methodology should therefore be provided, if the research in question is presented as a claim for the "existence" or otherwise of inferred need.

3. *What data were thought to be relevant to the analysis, and why?*

In assessing population defined and caretaker defined need, the data base of the need definer is assumed by the researcher, whereas in assessing inferred need the researcher must choose his data base and his techniques for its analysis. This is clear with, for example, the analysis of census data, where the selection of variables to be incorporated in the analysis is of critical importance for the outcome. The choice of data to be included, and the rationale for that decision, are therefore significant in the analysis of any study of inferred need.

4. *What spatial units were selected for the analysis, and why?*

The importance of the spatial scale for the analysis of need has already been raised in this chapter. It has been suggested that the results of an inferred need study may vary significantly depending on the spatial unit chosen for analysis. For this reason an inferred

need study, using comparative data, should indicate the rationale for either selecting a particular spatial unit for analysis, or selecting a certain combination of units for comparison.

5. *What other methodologies, what other data, and what other spatial units could have been used?*

This question is simply a corollary to the three preceding questions, and is included in the list for the same reasons.

6. *How is the level of existing service provision treated as an indicator of need?*

It was pointed out in Chapter 10 that the level of existing service provision could be interpreted either as a positive or negative indicator of "need". Although a justification can be provided for each interpretation, depending on the circumstances, it is important that this question should be adequately addressed in the assessment and analysis of need studies.

For each type of need statement, namely for population defined need, caretaker defined need and inferred need, several questions have been suggested which should be addressed in the analysis and evaluation of needs studies. The needs study in question, whether a study of "needs of" or "needs for", first has to be classified into one or more of the three categories, and then the questions listed above provide a framework for assessing the

efficacy of the study, and therefore for evaluating the strength of a claim for "need" which may be advocated as a result of the research. These lists of questions are not exhaustive, and as pointed out above, do not include standard issues of methodological adequacy, which also have to be addressed. Even though the research reported in the previous chapters has not always been sufficiently exhaustive to refute or confirm hypotheses with confidence, it has nevertheless clarified some of the questions which have to be asked about the determination of need, and as such has fulfilled a primary aim of the study.

The Design of Needs Studies

The lists of questions presented in the previous section, while seen there as primarily relating to the *assessment* of needs research, can also provide a basis for the formulation and design of needs studies, and highlight a number of issues which should be addressed by researchers attempting to determine population defined need, caretaker defined need or inferred need. The model of need statements, on which this study was based, may therefore be a useful framework for the design, as well as the assessment, of needs studies.

In addition to the questions listed above, an important question facing the needs researcher is the question of which form of need statement is the most appropriate for a particular situation. This applies both to the choice between "needs of" a community and "needs for" a service, and the choice between population defined, caretaker defined and inferred need. There can be no easy answer to

these questions, and as indicated earlier in the chapter, it can depend on the relative importance attached to such values as participation and expertise. The contention of this thesis is that the question "what is the real, or most valid, need statement" is inappropriate, as all need statements are value judgements, and therefore "need" cannot be seen as having an independent objective reality. The determination of which form or forms of need statement are most appropriate must depend on a number of situation-dependent factors, including the value framework within which the need study is undertaken.

A needs researcher may select population defined need as the most appropriate form of need statement, if participatory values are held strongly, or if he is influenced by writers such as Marcuse (1964) and Illich (1977a) who criticise the imposition of "needs" by experts. More cynically one might suggest, as a result of the research reported in this study, that another possible reason for selecting population defined need, using "needs for" questions, as a basis for a needs study might be the apparent tendency for the population to define need as existing, almost regardless of circumstances; if a researcher wants to demonstrate a need, one likely way to succeed is simply to ask people if that specific "need" exists, as they are likely to agree.

Caretaker defined need is important if one accepts that the caretakers have a unique and valid perspective from which to judge social need. One possible reason for such an assertion might be a concern that the very significant individual "needs" of a disadvant-

aged minority of the population may be masked by the aspirations of the majority, and would therefore not emerge as social need if the population as a whole were asked to make the judgement. Care-takers might well be expected to be more sensitive to the "needs" of such a disadvantaged minority, and therefore this particular "need" would emerge more strongly if caretaker defined need were assessed.

Inferred need may be seen as the most appropriate form of need statement if judgements are to be made about the relative levels of "need" in different communities, as other need definers may not have ready access to what is regarded as the relevant data base for the need judgement. If the goal of the research is to determine the most effective pattern of service provision in order to maximise accessibility, clearly inferred need statements will be important, though of course the social planner may well wish to take into account statements of population defined need and caretaker defined need as well.

The important conclusion from this study is that the choice of type of need statement will partially determine the result of a needs study, and that this choice therefore has to be carefully considered and justified in the design of any study attempting to "assess" social need.

A Framework For Community Development

It was suggested in Chapter 5, when the research propositions

were derived, that one possible use for the model of need statements was as a basis for conceptualising community development work.

Community development, as was indicated in Chapters 1 and 2, is very much concerned with the concept of social need, and the assumption behind much community development writing is that the aim of community development is to help a community to have its "needs" met. Hence an initial strategy for the community development worker is to identify the "needs" of the community, which can lead to a programme involving various sorts of action aimed at altering the pattern of resource allocation or of community interaction.

Need definition is not a static phenomenon, and community development work can be regarded as being concerned with changing the patterns of the definition of need. The model of need statements can be used as a framework for community development if one takes as a starting point the proposition that community development should aim to bring about agreement among need definers as to the needs of the community; this would presumably mean that the "needs" would have a greater chance of being met. The community worker is therefore interested in a situation where population defined, caretaker defined and inferred need are not the same, and where differences exist between the population, the caretakers and the planners about either the perceived "needs of" the particular community, or the perceived "need for" a particular service. Community work strategies can then be developed to redress this difference in some way.

It was noted in the previous chapter that the results of

the research did not indicate that community development activity had any significant effect on the judgement of need. This does not invalidate the potential of the model as a framework for community development, as the community development work undertaken in the relevant study area, namely Bridgewater, may not have been undertaken with the aim of bringing about congruence in the definition of need, and may not have been effective in this regard. The model is proposed in this study as providing a useful framework for conceptualizing community development, and the utility of such an approach is yet to be tested.

In Chapter 4, the model of need statements was examined using the same symbols as Bradshaw (1972), and eight different configurations of need statements were identified. It is now appropriate to examine these configurations again, in the light of the model's suggested relevance to community development work. As in Chapter 4 a + sign indicates a situation where a need is defined as "existing", in a relatively strong form, and a - sign indicates a situation where a need is not defined as "existing". With the three different kinds of social need statements, there are eight possible permutations, as outlined below, and the community development consequences of each situation are briefly described. The order of the + or - signs in each case is as follows: population defined need/caretaker defined need/inferred need.

1. (+ + -) There is agreement among population, caretakers and researchers about the "existence" of need. Presumably there is the possibility of combined action to help the "need" be

met, and it is the aim of community development work in the other cases (below) to bring this situation about.

2. (+ + -) Population defined need and caretaker defined need can be demonstrated, but not inferred need (this tended to be the case with most of the research carried out in this study). A community worker could seek to discuss results of census analyses, etc., with both caretakers and community groups, to see how this data reflects reality as perceived by population and caretakers, with a view either to undertaking further research on inferred need, or to reassessing the extent of "need" as perceived by caretakers and community groups.
3. (+ - +) Population defined need and inferred need can be demonstrated, but not caretaker defined need. Community development work would hence centre on educating the community caretakers, who can be seen as being out of touch with the perceived needs of the population and the results of comparative research.
4. (- + +) Here the population is apparently not aware of "need", although it is defined by both caretakers and researchers. The community development strategy would clearly be one of consciousness raising with community groups, to help make people aware of the picture of social need that emerges from both caretaker opinion and social research.
5. (+ - -) Only population defined need can be seen to be evident.

The aspirations of the population are clearly not shared by the caretakers, or supported by planners and researchers. The community development strategy could presumably be either to work initially with caretakers about the differences between their perceptions and those of the population, or to work with community groups about the political realism of the population perspective, and about levels of perceived need in other communities, given the lack of support by both caretakers and researchers.

6. (- + -) Only caretaker defined need is in evidence. Here a community worker could either work with population groups in a consciousness raising way, or with caretakers who might be seen as having unrealistic perceptions which are supported by neither the population nor by social research.
7. (- - +) Need is defined by researchers and planners, but neither by the population nor by the caretakers. A community development worker may wish to attempt consciousness raising with both population and caretakers of the significance of the findings of the inferred need studies, or alternatively may decide to investigate the techniques used to establish inferred need, to see if these are realistic given the perspective of the population and the caretakers.
8. (- - -) Here there is agreement about the "non-existence" of a need, and no obvious role for a community worker.

Even accepting a positivist approach to "need", most methodologies do not establish that a "need" is either present or absent, but rather would see it as present in degrees. The + and - signs should therefore be interpreted as indicating strong and weak definitions of need rather than the presence or absence of something called a "need".

There are obviously other factors to be taken into account in the planning and conceptualising of community development; there is an extensive literature on the subject, and it would be inappropriate to explore the matter further in this study, though it would be possible to use that literature to expand the above outline into a more detailed theoretical model of community development. It is significant to note that the model of need statements does provide a framework within which community development can be understood, and this approach to community development in terms of the definition of need appears to be a promising area for future conceptual and research exploration. It was pointed out in Chapters 1 and 2 that the use of the concept of need in the community development and social planning literature has not been defined with conceptual clarity, and a more systematic approach to the understanding of social need, as proposed in this study, can assist in the development of a more systematic and conceptually rigorous approach to community development theory.

Further Research and Investigation

The aim of the research reported in this study was largely

exploratory, in that it attempted to clarify concepts and indicate likely areas for further enquiry, rather than to confirm or refute carefully operationalised hypotheses. As a result of the research, and the investigation that has been carried out on the concept of social need, a number of promising areas for further investigation can be identified.

Earlier in this chapter it was suggested that the model of need statements which was developed in this study could provide a useful framework for the analysis of studies of social need, and several questions were proposed which could be used in the assessment of needs studies. The model, and the research which has been reported, could also serve as a useful framework for the design stage of needs studies, in that the model suggests certain considerations which are important in the selection of particular methodologies for "need measurement". It was also suggested that the model could form a useful frame of reference for the conceptualisation of community development work.

Each of these three uses of the model represents an area in which further investigation could be undertaken. The uses proposed are speculative only, and the apparent utility of the model of need statements would need to be demonstrated by undertaking further research. The utility of the model as a framework for the analysis and evaluation of needs studies could be investigated by a thorough analysis of a number of different needs studies, undertaken from a variety of viewpoints, possibly also involving a survey of the researchers who undertook the studies, the policy makers who may or

may not have made use of the results, and the residents and caretakers of the communities concerned. Practical limitations meant that such an analysis of needs studies was not undertaken as part of the present research, and this is obviously an important area for further study. Similar research could also be carried out in relation to needs studies as they are undertaken, with a view to assessing the suggested utility of the model for the design, as opposed to the evaluation, of needs research.

The possible use of the model of need statements as a basis for the conceptualization of community development suggests other areas of potentially fruitful research. Such research would include a study of practising community development workers, and could incorporate various methodologies to assess whether the intuitive appeal of the model can be effectively utilised, by attempting to determine whether the model would be useful for community development workers in their conceptualisation of their work, and whether such an approach to community development, based on the congruence of the definition of need, would lead to different and possibly more effective forms of community work practice.

The research as reported has only succeeded in identifying in a preliminary way some possible factors involved in the definition of social need. It would clearly be valuable to undertake more extensive research, using a similar design, but incorporating analysis of many more communities, both geographical and functional, and many more different services. Thus two of the axes on the grid used in Chapter 6 could be significantly expanded. There may well

be other factors significant in the definition of need, which have not been evident in the findings of this research, merely because of the small number of cases (three areas and four services) available for comparison. Similarly, it may be that the conclusions of this study are data specific, and would not be drawn if other services or areas had been studied. It would be possible to undertake further case studies on selected areas, for example one could perform a census analysis, using the techniques reported in Chapter 10, for a large number of geographical areas, and the areas with the most extreme "need index" scores could be selected, subsequently to be used for research into population defined and caretaker defined need (such an approach was not possible for this research because of the unavailability of 1976 census data at the time of the design of the research, and because other criteria, as outlined in Chapter 6, were also considered to be important in the selection of areas for study). More extensive research along these lines would enable the kinds of questions addressed in this study to be investigated with more rigour and clarity.

One aspect of social need which clearly requires further study is the changing of perceptions of need over time. Two frameworks readily suggest themselves for such an analysis. One is the work of Maslow (1970), as refined by Allardt (1973, 1975), based on a hierarchical notion of need, which sees higher order "needs" emerging as lower order "needs" become satisfied, and research to determine whether such a phenomenon can be observed with the definition of social need would be of considerable interest. The other framework is one suggested by writers such as Marcuse (1964),

Illich (1977a) and the Marxists (e.g. Heller, 1976), who have drawn attention to the "creation" of needs. The way in which social needs are "created" and propagated is an area which would warrant further investigation, and which should be of considerable interest to those concerned with the planning of the social services. Such research could be approached in several different ways, but would inevitably involve a study of opinion leaders and the media, and would have to link with other social research already undertaken in these areas. A basically historical study of the development and increasing popularity of the concept of need, and its definition, would also be extremely valuable, and would again link with Illich's writing on the subject.

A number of possible trends identified in this research deserve further investigation, and these have been identified at various points. One particularly significant area in this regard is the relationship between social class and need definition. The evidence from the research is somewhat contradictory on this point; there did seem to be differences between Kingston, a predominantly middle class area, and the other two primarily working class areas, in the nature of population defined need. Cross-tabulations of the items on need definition with occupational status, however, did not produce very significant correlations. The research in this area was not extensive or rigorous enough to be able to investigate this issue thoroughly, and it is one of the most significant questions that remains unanswered at the end of the study. Because of the importance of social class in all aspects of life, as acknowledged by many social theorists, one would expect it to be an important factor in

the definition of social need, but this question alone would be the topic for a major research project, and the present study could only address it in a preliminary way.

Similar points could be made about other potentially significant variables, which could only be dealt with superficially in this study, such as community cohesion, caretaker integration, individualization and stigmatization of services, and so on. Fuller investigation of such factors would undoubtedly be of assistance in furthering the understanding of the nature of social need statements.

One weakness of the research undertaken in this study was that, for practical reasons relating to household interviewing, a majority of the members of the population samples were women. Caretakers, on the other hand, were predominantly male, and it may be that the differences between population defined need and caretaker defined need to some extent reflect sex differences in need judgements. On the other hand it may be that the differences between population defined need and caretaker defined need reflect differences between people in the work force and those who are not, as the majority of the population samples were interviewed during the day, and most of the respondents would not have been in full time employment. Whether such sex and employment factors are important in determining need judgements has not been assessed in this study, and is clearly another significant area for further research.

A number of the conclusions in the previous chapter, about

the nature of need judgements, applied only to population defined need, because it was only with the household survey that samples were large enough to enable certain analyses to be undertaken. It remains an open question as to whether these characteristics of need judgements (such as the tendency to generalise from personal experiences) are also true of caretaker defined and inferred need, and this could only be determined by research using larger caretaker samples, although caretaker populations are always relatively small, and by studying a number of researchers and social planners who are involved in the design and implementation of need studies.

Another area which warrants further research is the question of the meaning that the act of making judgements of social need has for particular social actors. The research in this study has only examined the differences between actual judgements of need made by various actors, but has not looked in detail at the act of making the judgement; what individuals feel they are doing when they make a need judgement, what significance it has for them, whether in making a judgement of need people are conscious of the value and political implications of that judgement, how they react to the need judgements of others, and so on. To examine this question would require a different approach to research, drawing more on interpretive social science techniques such as those of ethnomethodology, in an attempt to explore the meaning and significance for the individual actor, of the making of need judgements. Part of that research could examine the qualitative differences between judgements of "needs of" and "needs for", which this study has indicated is an important distinction. The extent to which these two sorts of

judgements are perceived as different, and the ways in which they are differently perceived, would be a valuable subject for research, and such a study would add significantly to the understanding of the defining of social need. Some of the other aspects of a need judgement which, on the basis of this study, appear to be significant, could also be explored further from a more interpretive perspective. Examples are the significance of social class, and the importance of the extent of publicity for the particular service which is the object of the need statement.

This study has only been concerned with the definition of need, and with attempts to assess the strength of those definitions, and hence it has not dealt with the way in which perceived needs are, or are not, met. The meeting of perceived needs is another area for further exploration, and the model of need statements could be used as a basis for such a study, as one could examine the different processes in which population, caretakers and researchers engage in order to attempt to ensure that the needs they have defined will be met. This is an important area for investigation, as one of the major purposes of defining need is the expectation or hope that the defined need will then be met, and the study of the definition of need is of little value unless the definition of need can be conceptually linked to the meeting of need. According to Fay (1975), the ultimate test of the validity and utility of a critical social science is in the meeting of human need, and therefore for the development of social theory within a critical paradigm, as advocated by Fay and others, both the definition and the meeting of need must be of particular significance.

Many other areas of further enquiry would also be interesting. For example one could study cultural differences in the understanding of the concept of social need, and its definition, by examining different ethnic or cultural groups. The importance of language in the definition of need is another area of potential significance, and research in that area could be of considerable value. The relationships between needs, wants and aspirations, though discussed at length by philosophers (Fitzgerald, 1974; Kaufman, 1971; Leiss, 1976; Bay, 1968; Macpherson, 1977); have yet to be addressed in a systematic way in the context of social need, as defined in this study. Although there has been some theoretical work undertaken on the politics and ideology of need (Braybrooke, 1968; Fitzgerald, 1977b; Kaufman, 1971; Barry, 1965; Minogue, 1963); very little of this has been applied to the area of social need. The scope for the further study of social need is indeed broad.

Conclusion

As was pointed out in the early chapters of this study, the concept of social need is a complex one, and its adequate study requires both theoretical and research exploration from a number of disciplines. In that this thesis has attempted to incorporate a breadth of perspective, it has of necessity been unable to pursue the analysis of need as deeply as is ideally required. A deliberate research decision was taken to emphasise breadth of exploration, and to employ a number of different methodologies, rather than to follow only one or two methodologies in complete detail. This was consistent with the aim of exploratory research, which is to clarify

concepts and research issues, rather than to describe accurately the relationships between variables or the precise nature of social phenomena.

A broad theoretical exploration of the concept of social need has been attempted, which led to the rejection of the notion of "need" as existing in an independent, objectively measurable way, and to the development instead of a model based on the act of making a judgement of social need. The research which was undertaken on need judgements, using that model as a basis, was able to identify some factors which appear to be significant in the making of social need statements, and from this initial exploration the model which has been developed appears to have some utility as a framework for the assessment and design of need studies, as a base for the conceptualisation of community development, and as a framework for further research. Hopefully, this study has helped to clarify and systematise a concept which, while of central importance in the area of resource allocation, has until recently received relatively little critical attention in the literature.

APPENDIX 1

DEFINITION OF THE STUDY AREAS BY CENSUS DISTRICTS

Kingston-Blackmans Bay

Hobart Statistical Division, Kingborough Local Government Area
Subdivision 0310, Districts 6-9, 11-14
Subdivision 0416, District 9

Bridgewater

Hobart Statistical Division, Brighton Local Government Area
Subdivision 0518, Districts 2,6,7

Derwent Valley

Hobart Statistical Division, New Norfolk Local Government Area
Subdivision 0520, Districts 1-11
Southern Statistical Division, New Norfolk Local Government Area
Districts 1-10
Midland Statistical Division, Hamilton Local Government Area
Districts 1-5,7

The Derwent Valley consists of a rural area, which includes the town of New Norfolk, and for some aspects of the analysis the town of New Norfolk is treated separately from the remainder of the Derwent Valley. In these cases, the town of New Norfolk is defined as follows:

New Norfolk

Hobart Statistical Division, New Norfolk Local Government Area

Subdivision 0520, Districts 1-9,11

APPENDIX 2

CHARACTERISTICS OF THE THREE STUDY AREAS-1976 CENSUS DATA

The following data were extracted from the 1976 Census, and from the *Social Atlas of Hobart* (Lee 1981). They indicate selected characteristics of the populations of the suburbs of Kingston, Blackmans Bay and Bridgewater, and the town of New Norfolk. They are compared with the characteristics of the Hobart Urban Area and also of the State of Tasmania.

Some small discrepancies will be noticed between these figures and the data reported in relation to the Inferred Need section of the research findings. This is because of slight differences in the boundaries used for the research and the boundaries used by the Australian Bureau of Statistics to define the particular suburbs.

The data reported here are included merely as information, to be read in conjunction with the section of Chapter 6 outlining the characteristics of the three study areas.

CENSUS VARIABLE	KINGSTON	BLACKMANS BAY	BRIDGEWATER	NEW NORFOLK	HOBART URBAN AREA	TASMANIA
Percentage households resident in same dwelling five years earlier	39.2	38.8	11.1	62.8	53.9	55.0
Percentage population non-British migrants	11.2	7.1	2.4	2.7	5.8	4.5
Percentage population with no educational qualifications	64.2	60.4	75.7	72.4	66.7	68.5
Percentage population with tertiary qualifications	9.8	12.9	1.1	5.6	7.4	2.8
Percentage households with no car	10.5	7.9	11.3	12.4	17.7	14.2
Percentage households with income below \$5000	14.1	8.9	7.2	14.5	16.4	18.1
Percentage households with income above \$15000	31.3	28.8	7.5	19.5	24.3	19.1
Percentage population receiving old age pension	8.3	5.9	2.7	9.5	10.8	11.3
Percentage workforce in government sector	36.8	38.0	23.8	31.1	34.4	27.2
Percentage workforce in manufacturing	7.5	8.6	30.2	30.8	13.6	16.9
Percentage workforce in professional and technical occupations	20.0	23.3	4.2	13.3	15.8	12.6
Percentage workforce process workers and labourers	17.5	20.9	53.6	38.7	26.6	30.2

CENSUS VARIABLE	KINGSTON	BLACKMANS BAY	BRIDGEWATER	NEW NORFOLK	HOBART URBAN AREA	TASMANIA
Percentage of married women in workforce	44.9	47.8	31.3	38.0	43.3	40.2
Percentage dwellings, flats and units	11.8	6.2	1.2	4.6	16.1	9.7
Percentage population aged under 10 years	21.1	25.0	39.5	18.6	17.1	18.7
Percentage population aged 10-19 years	20.0	15.3	11.7	22.3	20.0	19.5
Percentage population aged 20-29 years	19.6	20.2	30.3	14.9	17.4	16.2
Percentage population aged 30-39 years	14.3	16.5	11.2	12.3	12.1	12.3
Percentage population aged 65+ years	6.7	4.3	1.3	7.6	8.8	8.6

APPENDIX 3

HOUSEHOLD SURVEY - SAMPLING AND INTERVIEW ADMINISTRATION

	KINGSTON	BRIDGEWATER	DERWENT VALLEY			TOTAL
			New Norfolk	Rural	Total	
Population 1976 Census	6223	2750	6679	4892	11571	20544
No. Occupied Dwellings 1976 Census	1883	675	1608	1389	2997	5555
No. Completed Interviews	87	68	54	46	100	255
No. Refusals	14	3	16	3	19	36
Not Home After 4 Calls	18	16	11	3	14	48
Building Not a Dwelling	5	1	7	8	15	21
Sample Ratio Interviews: Households	1:21.6	1:9.9	1:29.8	1:30.2	1:30.0	-
Sex of Respond- ent - Male	14 (16.1%)	14 (20.6%)	19 (35.2%)	17 (37.0%)	36 (36.0%)	
Female	73 (83.9%)	54 (79.4%)	35 (64.8%)	29 (63.0%)	64 (64.0%)	

APPENDIX 4

HOUSEHOLD SURVEY - AGE DISTRIBUTION OF SAMPLE GROUPS, AND OF POPULATION AGED 20 YEARS AND OVER (1976 CENSUS) FOR EACH STUDY AREA

AGE GROUP	KINGSTON SAMPLE POPULATION		BRIDGEWATER SAMPLE POPULATION		NEW NORFOLK SAMPLE POPULATION		RURAL DERWENT VALLEY SAMPLE POPULATION	
20-29	20.7%	34.6%	33.8%	62.1%	25.9%	24.1%	6.7%	25.9%
30-39	34.5%	25.7%	44.6%	23.5%	22.2%	20.5%	20.0%	21.1%
40-49	14.9%	14.6%	13.9%	7.2%	13.0%	18.2%	31.1%	17.6%
50-59	13.8%	11.5%	7.7%	3.2%	16.7%	16.8%	24.4%	16.4%
60-69	11.5%	8.7%	0.0%	2.2%	13.0%	11.2%	6.7%	12.3%
70+	4.6%	4.9%	0.0%	2.1%	9.3%	9.2%	11.1%	6.7%
TOTAL	100.0%	100.0%	100.0%	100.3%	100.1%	100.0%	100.0%	100.0%

APPENDIX 5

COMPOSITION OF CARETAKER SURVEY SAMPLE GROUPS

Kingston

The Warden (also a member of the Upper House of State Parliament)

The Council Clerk

Two other members of State Parliament

The Federal Member of Parliament

A high school principal

A primary school principal

The school social worker

Two district child welfare officers

A clergyman

A prominent local councillor

Bridgewater

The Warden

The Council Clerk

One member of State Parliament

The Federal member of Parliament

A high school principal

Two primary school principals

The school social worker

One district child welfare officer (who was establishing the Family Day Care Scheme)

A general practitioner

The Community Health Centre social worker

A social worker from a Church social agency in Hobart which had been involved in community programmes in Bridgewater

The Regional Director of the State Housing Department

Derwent Valley

The Warden

The Council Clerk

One State Member of Parliament

A high school principal

Two primary school principals

The school social worker

Three district child welfare officers

The co-ordinator of the Family Day Care programme

A prominent local councillor

APPENDIX 6

HOUSEHOLD SURVEY INTERVIEW SCHEDULE

1. How long have you lived in

Less than 1 year
Between 1 and 2 years
2 to 5 years
6 to 10 years
11 to 15 years
16 years or more

2. What would you say are the most important needs of the
community at this time?

1.
2.
3.

IF MORE THAN 3 NEEDS OFFERED, LIST THE FIRST 3 MENTIONED

IF FEWER THAN 3 NEEDS OFFERED, ASK:

What other important needs do you think the
community has?

I would like to ask you about some specific areas of need which some
people say communities in Tasmania have, and I would like you to tell
me how important you think these are to you and to the
community.

First could we talk about public transport, either to move around
..... or to travel between here and Hobart. For our purposes
this does not include school bus services.

3. Do you, or any other person in this household (other than child-
ren going to school), use public transport regularly?

Yes - ASK 3a
No - GO TO 4

3a. How often?

less than once per month
more than once per month
more than once per week
once per day or more

(if more than one user, ask for the most frequent user)

4. Do you think people in this household would use public transport more often if it was more conveniently available to them?

yes
no
don't know

5. Regardless of whether or not you would use such services, do you think there is a need for more public transport services in?

yes
no
don't know

6. For the community as a whole, how important is this need in terms of all the needs of the area? Which of these best describes how important you think the need is?

SHOW CARD

very high priority
fairly high priority
neither high nor low priority
fairly low priority
very low priority
don't know

IF QUALIFIED RESPONSE GIVEN, TICK HERE: () AND LIST SPECIFIC GROUPS MENTIONED (IF ANY)

.....
.....
.....

THEN REPEAT FIRST HALF OF QUESTION, EMPHASISING
COMMUNITY AS A WHOLE

7. If we compare the need for public transport services in with the need in other communities in Tasmania, would you say there was more need, less need or about the same level of need for this service in than in Tasmania generally?

more
less
about the same
don't know

Next there is organized child care, for children below school age. This means facilities where parents pay for their children to be minded, either in a child care centre or creche, or through a system of family day care, where some women are licensed to mind other people's children for a fee. This does not include play groups or pre-schools, but does include all organized services which enable parents to have their pre-school children minded during the day.

8. Who do you think should be able to use child care services; any parents who may wish to do so, or only people who have special needs for such services?

IF NECESSARY, CLARIFY BY SAYING "well, for example, widows, single parents, or families on very low incomes"

any parents who may wish to use
only people with special needs
should not be available to anyone
don't know

9. Do you know if such services are available in?

yes - ASK 9a
no - GO TO 10
don't know - GO TO 10

(knowledge of services in Hobart does not count)

- 9a. What services are these?

.....

.....

10. Are there any children below school age in this household?

yes - ASK 10a
no - GO TO 11

10a. Do you make use of any child care services for them?

yes - ASK 10b.
no - ASK 10c.

10b. What kind of facilities do you use?

Child care centre or creche	- Hobart	} GO TO 11
Child care centre or creche	- local	
Family day care		
Informal		

10c. Would you use such a service if it was more conveniently available to you?

yes - ASK 10d
no - GO TO 11
don't know - GO TO 11

10d. What kind of service would you prefer, a child care centre or creche, or family day care where women are licensed to mind other people's children?

child care centre or creche
family day care
don't know

11. Regardless of whether or not you would use such a service, do you think there is a need for more child care services in?

yes - ASK 11a
no - GO TO 12
don't know - GO TO 12

11a. What form do you think this service should take, child care centres or creches, family day care where women are licensed to mind other people's children, or both?

child care centres or creches
family day care
both
don't know

12. For the community as a whole, how important is this need in terms of all the needs of the area? Which of these best describes how important you think the need is?

SHOW CARD

very high priority
fairly high priority
neither high nor low priority
fairly low priority
very low priority
don't know

IF QUALIFIED RESPONSE GIVEN, TICK HERE: () AND LIST
SPECIFIC GROUPS MENTIONED, IF ANY

.....
.....
.....

THEN REPEAT FIRST HALF OF QUESTION, EMPHASISING
COMMUNITY AS A WHOLE

13. If we compare the need for child care services in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

more
less
about the same
don't know

The next few questions deal with services for people who may feel they need to talk over some personal problem with somebody.

14. If you felt you needed to talk to someone about some personal problem, would you want to go to a trained counsellor of some kind, or would you prefer to talk to a friend or relative?

(IF CLARIFICATION NEEDED, SAY: "well, for example, a social worker, guidance officer, psychologist or marriage guidance counsellor")

trained counsellor - GO TO 15
friend or relative - GO TO 15
depends on problem - ASK 14a
don't know - GO TO 15

14a. For what sort of problem would you want to talk to a trained counsellor?

.....

15. Do you know of any personal counselling services that are available in?

yes - ASK 15a
no - GO TO 16

(KNOWLEDGE OF SERVICES IN HOBART DOES NOT COUNT)

15a. What services are they?

.....

16. Regardless of whether or not you would use such a service, do you think there is a need for more personal counselling services in?

yes
no
don't know

17. For the community as a whole, how important is this need in terms of all the needs of the area? Which of these best describes how important you think the need is?

SHOW CARD

very high priority
fairly high priority
neither high nor low priority
fairly low priority
very low priority
don't know

IF QUALIFIED RESPONSE GIVEN, TICK HERE () AND LIST SPECIFIC GROUPS MENTIONED, IF ANY

.....

.....

.....

THEN REPEAT FIRST HALF OF QUESTION, EMPHASISING COMMUNITY AS A WHOLE

18. If we compare the need for personal counselling services in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

more
less
about the same
don't know

Now we have a few questions about community development workers. A community development worker is a paid worker whose job is to work with people and groups in a community, to help that community develop in the way the people want it to, and to help the community organize to meet its needs.

19. Do you know of any community development work like this which has been done in?

yes - ASK 19a
no - GO TO 20

19a. What was that?

.....

20. Can you think of a particular problem in at the present time which a full-time community development worker could help with?

yes - ASK 20a
no - GO TO 21

20a. What problem is that?

.....

21. Do you think there is a need for community development workers to be employed in?

yes
no
don't know

22. For the community as a whole, how important is this need in terms of all the needs of the area? Which of these best describes how important you think the need is?

SHOW CARD

very high priority
fairly high priority
neither high nor low priority
fairly low priority
very low priority
don't know

IF QUALIFIED RESPONSE GIVEN, TICK HERE () AND LIST SPECIFIC GROUPS MENTIONED, IF ANY

.....
.....
.....

THEN REPEAT FIRST HALF OF QUESTION, EMPHASISING COMMUNITY AS A WHOLE

23. If we compare the need for community development workers in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

more
less
about the same
don't know

24. Now, could you please rank the four needs we have talked about in the order in which you think they are most important in?

SHOW CARD

Public Transport _____
Child Care _____
Personal Counselling _____
Community Development Workers _____

(N.B. Four different cards were prepared, changing the order of listing, and the four cards were used in rotation by the interviewers)

25. Would you say that overall, compared with other communities in Tasmania, the community has a high, low, or about average level of need?

high
low
about average
don't know

26. Overall, how satisfied are you with living in?
Would you say you were:

very satisfied
fairly satisfied
neither satisfied nor dissatisfied
fairly dissatisfied
very dissatisfied

27. What would you say are the main advantages of living in?

1.
2.
3.

IF MORE THAN 3 OFFERED, LIST THE FIRST 3 MENTIONED

IF FEWER THAN 3 OFFERED, ASK:

What other advantages are there of living in?

28. What would you say are the main disadvantages of living in?

1.
2.
3.

IF MORE THAN 3 OFFERED, LIST THE FIRST THREE MENTIONED

IF FEWER THAN 3 OFFERED, ASK:

What other disadvantages are there of living in?

29. If the government was prepared to give some money to be spent on meeting the needs of the community, how do you think that money should be spent?

1.
2.
3.

IF MORE THAN 3 PROJECTS OFFERED, LIST THE FIRST THREE MENTIONED

IF FEWER THAN 3 PROJECTS OFFERED, ASK:

How else do you think the money should be spent?

FACE SHEET - TO BE ASKED LAST, THEN PINNED TO TOP OF QUESTIONNAIRE

<u>AREA:</u>	KINGSTON	BRIDGEWATER	DERWENT VALLEY
<u>DISTRICT:</u>	6 7 8 9 11	2 6 7	A B C D
	12 13 14 9A		

NUMBER ON SAMPLE SHEET:

SEX OF RESPONDENT:

ESTIMATED AGE OF RESPONDENT:

So that we can compare the views of different groups in the community, I would like to ask you a few questions about your household

A. Which of these best describes your household? SHOW CARD

1. married couple, no children
2. married couple, child(ren) at home
3. single parent, child(ren) at home
4. one person household
5. unrelated people sharing house/flat
6. other; specify

B. How many cars are owned or regularly used by people living in this household?

0 1 2 3 or more

C. What is the occupation of the principal income earner?

.....

D. What are the occupations of any other people in the household who are regularly employed?

.....

.....

.....

APPENDIX 7

CARETAKER SURVEY INTERVIEW SCHEDULE

1. What would you say are the most important needs of the
..... community at this time?

1.

2.

3.

(If less than 3, ask "What other important needs do you
think the community has)

I would like to ask you about some specific areas of need which
some people say communities in Tasmania have, and I would like you
to tell me how important you think these are to the
community.

First could we talk about public transport, either to move around
..... or to travel between and Hobart. For the
purposes of this study this does not include school bus services.

2. Do you think there is a need for more public transport services
in?

yes

no

don't know

3. For the community as a whole, how important is this
need in terms of all the needs of the area? Which of these best
describes how important you think the need is?

SHOW CARD

very high priority
fairly high priority
neither high nor low priority
fairly low priority
very low priority
don't know

IF QUALIFIED RESPONSE GIVEN, TICK HERE () AND LIST GROUPS

.....

4. If we compare the need for public transport services in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

more
less
about the same
don't know

Next there is organized child care, for children below school age. This means facilities where parents pay for their children to be minded, either in a child care centre or creche, or through a system of family day care, where some women are licensed to mind other people's children for a fee. This does not include play groups or pre-schools, but does include all organized services which enable parents to have their pre-school children minded during the day.

5. Who do you think should be able to use child care services; any parents who may wish to do so, or only people who have special needs for such services?

(IF NECESSARY, CLARIFY WITH: well, for example, widows, single parents, or families on very low incomes)

any parents who may wish to use them
only people with special needs
should not be available to anyone
don't know

6. Do you think there is a need for more child care services in?

yes - ASK 6a
no - GO TO 7
don't know - GO TO 7

- 6a. What form do you think this service should take, child care centres or creches, family day care where women are licensed to mind other people's children, or both?

child care centre family day care both don't know

7. For the community as a whole, how important is this need in terms of all the needs of the area? Which of these best describes how important you think the need is?

SHOW CARD

very high priority
fairly high priority
neither high nor low priority
fairly low priority
very low priority
don't know

IF QUALIFIED RESPONSE GIVEN, TICK HERE () AND LIST GROUPS

.....

8. If we compare the need for child care services in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

more
less
about the same
don't know

The next few questions deal with personal counselling services, for people who may feel they need to talk over some personal problem with somebody.

9. Do you think there is a need for more personal counselling services in?

yes
no
don't know

10. For the community as a whole, how important is this need in terms of all the needs of the area?

SHOW CARD

very high priority
fairly high priority
neither high nor low priority
fairly low priority
very low priority
don't know

IF QUALIFIED RESPONSE, TICK HERE () AND LIST GROUPS

.....

11. If we compare the need for personal counselling services in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

more
less
about the same
don't know

Now we have a few questions about community development workers. A community development worker is a paid worker whose job is to work with people and groups in a community to help that community develop in the way the people want it to, and to help the community organize to meet its needs.

12. Can you think of a particular problem in at the present time which a full-time community development worker could help with?

yes - ASK 12a
no - GO TO 13

12a. What problem is that?

.....

13. Do you think there is a need for community development workers to be employed in?

yes
no
don't know

14. For the community as a whole, how important is this need in terms of all the needs of the area? Which of these best describes how important you think the need is?

SHOW CARD

very high priority
fairly high priority
neither high nor low priority
fairly low priority
very low priority
don't know

IF QUALIFIED RESPONSE, TICK HERE () AND LIST GROUPS

.....

15. If we compare the need for community development workers in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

more
less
about the same
don't know

16. Now, could you please rank the four needs we have talked about in the order in which you think they are most important in?

SHOW CARD

Public transport

Child care

Personal counselling

Community Development Workers

(N.B. Four different cards were prepared, changing the order of listing, and the four cards were used in rotation by the interviewer)

17. Would you say that overall, compared with other communities in Tasmania, the community has a high, low, or about average level of need?

high
low
about average
don't know

18. Overall, how satisfied do you think most residents are with living in? Would you say they were

very satisfied
fairly satisfied
neither satisfied nor dissatisfied
fairly dissatisfied
very dissatisfied

19. For the people who live there, what would you say are the main advantages of living in?

1.
2.
3.

(If less than 3, ask "What other advantages are there of living in")

20. For the people who live there, what would you say are the main disadvantages of living in?

1.
2.
3.

(If less than 3, ask "What other disadvantages are there of living in?")

21. Do you live in yourself?

yes - GO TO 22
no - ASK 21a

- 21a. Have you ever lived in?

yes - GO TO 22
no - ASK 21b

- 21b. Have you ever lived in a place which you would describe as similar to in most respects?

yes
no

22. How well would you say you know the needs of the community? Would you say you know the needs

very well
fairly well
not very well
hardly at all

23. In terms of background, beliefs and values, would you describe yourself as fairly typical of the people of, or do you see yourself as different in some way?

fairly typical

different in some way

APPENDIX 8

CENSUS VARIABLES USED FOR SUMMATION OF Z SCORES

The following lists indicate the variables used in each case. The sign (-) indicates that the variable was counted as an inverse indicator of need, that is, a low score on the variable was seen as an indication of need. For the other variables, a high score was interpreted as possibly indicating need.

Variables for Assessment of "Need" for Public Transport

- Percentage of the population in the labour force
- Percentage of occupied private dwellings with no cars
- (-) Percentage of the population licensed to drive a car or motorcycle
- Percentage of the population under 17 years of age
- Percentage of the population with personal income below \$5000
- Percentage of the population with personal income below \$7000
- Percentage of the female population who are in the labour force
- Percentage of the labour force who are women
- Percentage of the female population who are married women in the labour force
- Percentage of the labour force who are married women
- (-) Percentage of the labour force who travel to work by public transport
- (-) Percentage of occupied private dwellings with two or more cars

Variables for the Assessment of "Need" for Child Care

- Percentage of the population aged under 5 years
- (-) Percentage of children under 5 years minded in a child care centre
- Percentage of children under 5 years not minded at home
- Percentage of the population in the labour force

Percentage of families in private dwellings comprising head of household and children only

Percentage of the population separated, widowed or divorced

Percentage of women married less than 5 years

Percentage of the female population who are in the labour force

Percentage of the labour force who are women

Percentage of the female population who are married women in the labour force

Percentage of the labour force who are married women

Percentage of the labour force who are separated, widowed or divorced

Variables for the Assessment of "Need" for Personal Counselling Services

Percentage of the population over 15 years who are receiving pensions or benefits

Percentage of the population who are unemployed

Percentage of families in private dwellings comprising head of household and children only

Percentage of the population separated widowed or divorced

Percentage of the population aged over 65 years

Percentage of the population born overseas

Percentage of the population who left school under 16 years of age

Percentage of the population with personal income below \$5000

Percentage of the population with personal income below \$7000

Percentage of women married less than 5 years

Percentage of households with household income below \$5000

Percentage of households with household income below \$7000

Variables for the Assessment of "Need" for Community Development Workers

(-) Percentage of the population living in the same dwelling as in 1971

Percentage of the population over 15 years with no qualifications

Percentage of the population over 15 years who are receiving pensions or benefits

Percentage of the population who are unemployed

Percentage of occupied private dwellings which are rented from the public housing authority

Percentage of occupied private dwellings rented from other landlords

Percentage of the population born overseas

Percentage of the population who left school under 16 years of age

Percentage of the population with personal income below \$5000

Percentage of the population with personal income below \$7000

Percentage of households with household income below \$5000

Percentage of households with household income below \$7000

APPENDIX 9

CENSUS VARIABLES USED FOR PRINCIPAL COMPONENTS ANALYSIS

Variables Relating to the Overall Measurement of "Need"

Percentage of the population living in the same dwelling as in 1971

Percentage of the population aged under 5 years

Percentage of the population over 15 years with no qualifications

Percentage of children under 5 years not minded at home

Percentage of the population over 15 years who are receiving pensions or benefits

Percentage of the population who are unemployed

Percentage of the population in the labour force

Percentage of families in private dwellings comprising head of household and children only

Percentage of occupied private dwellings with no cars

Percentage of occupied private dwellings which are rented from the public housing authority

Percentage of occupied private dwellings rented from other landlords

Percentage of the population licensed to drive a car or motorcycle

Percentage of the population separated, widowed or divorced

Percentage of the population over 65 years

Percentage of the population born overseas

Percentage of the population who left school under 16 years of age

Percentage of women married less than 5 years

Percentage of the female population who are in the labour force

Percentage of the female population who are married women in the labour force

Percentage of the labour force who are married women

Percentage of the labour force who are separated, widowed or divorced

Percentage of the work force who travel to work by public transport

Percentage of households with household income below \$5000

Percentage of households with household income below \$7000

Percentage of occupied private dwellings with two or more cars

Variables Relating to the "Need" for Public Transport

Percentage of the population in the labour force

Percentage of occupied private dwellings with no cars

Percentage of the population licensed to drive a car or motorcycle

Percentage of the female population who are in the labour force

Percentage of the population who are married women in the labour force

Percentage of the labour force who are married women

Percentage of the work force who travel to work by public transport

Percentage of occupied private dwellings with two or more cars

Variables Relating to the "Need" for Child Care

Percentage of the population aged under 5 years

Percentage of children under 5 years not minded at home

Percentage of the population in the labour force

Percentage of families in private dwellings comprising head of household and children only

Percentage of the population separated widowed or divorced

Percentage of women married less than 5 years

Percentage of the female population who are in the labour force

Percentage of the female population who are married women in the labour force

Percentage of the labour force who are married women

Percentage of the labour force who are separated widowed or divorced

Variables Related to the "Need" for Personal Counselling Services

Percentage of the population over 15 years who are receiving pensions or benefits
Percentage of the population who are unemployed
Percentage of families in private dwellings comprising head of household and children only
Percentage of the population separated widowed or divorced
Percentage of the population over 65 years
Percentage of the population born overseas
Percentage of the population who left school under 16 years of age
Percentage of women married less than 5 years
Percentage of households with household income below \$5000
Percentage of households with household income below \$7000

Variables Related to the "Need" for Community Development Workers

Percentage of the population living in the same dwelling as in 1971
Percentage of the population over 15 years with no qualifications
Percentage of the population over 15 years who are receiving pensions or benefits
Percentage of the population who are unemployed
Percentage of occupied private dwellings which are rented from the public housing authority
Percentage of occupied private dwellings rented from other landlords
Percentage of the population born overseas
Percentage of the population who left school under 16 years of age
Percentage of households with household income below \$5000
Percentage of households with household income below \$7000

APPENDIX 10

RESULTS OF HOUSEHOLD SURVEY ¹

Question 1

How long have you lived in?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
less than one year	12	13.8	5	7.4	3	3.0
1 to 2 years	9	10.3	5	7.4	0	0
2 to 5 years	24	27.6	49	72.1	7	7.0
6 to 10 years	10	11.5	8	11.8	11	11.0
11 to 15 years	8	9.2	0	0	6	6.0
over 15 years	23	26.4	1	1.5	73	73.0
no response	1	1.2	0	0	0	0
Total	87	100.0	68	100.2	100	100.0

1. The data reported in this appendix must be interpreted with due caution, because of the small sample sizes involved. To assist in this interpretation, standard errors of proportion have been calculated for selected data from the tables on pages 348-352. 95% confidence intervals were derived from those standard errors, and are reported in footnotes to the tables.

As an example, for the "less than one year" responses in Kingston in the table above, the standard error of proportion is 3.6%, or 3.2 cases. To derive the 95% confidence interval, this figure is multiplied by 1.96, to give 7.1%, or 6.2 cases. This means that one can be 95% sure that the proportion of the population of Kingston that would answer "less than one year" would be 13.8% \pm 7.1%, i.e. between 6.7% and 20.9% (see Moser & Kalton, 1971: 77, 87-9).

Question 2

What would you say are the most important needs of the community at this time?

(Up to three responses recorded - table presents total responses.)

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
Transport, Communication and Isolation	25	17.2	5	4.8	14	7.7
Community Cohesion, Planning, etc.	0	0	1	1.0	1	0.5
Roads, Guttering, Footpaths, Sewerage, etc.	39	26.9	2	1.9	35	19.1
Jobs, Industry	1	0.7	0	0	44	24.0
Recreation	38	26.2	73	69.5	33	18.0
Schools - more or better	2	1.4	3	2.9	6	3.3
Shops - more or better	9	6.2	7	6.7	10	5.5
Cultural Facilities	2	1.4	0	0	1	0.5
General Availability of Services and Facilities	2	1.4	1	1.0	1	0.5
Personal Services	4	2.8	5	4.8	10	5.5
Other	23	15.9	8	7.6	28	15.3
Total	145	100.1	105	100.2	183	99.9

Question 3

Do you, or any other person in this household (other than children going to school) use public transport regularly?

If yes, how often?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
Used less than once per month	3	3.5*	2	2.9#	3	3.0
Used more than once per month	4	4.6	4	5.9	11	11.0
Used more than once per week	10	11.5	16	23.5	6	6.0
Used daily	4	4.6	15	22.1	2	2.0
Not used regularly	65	74.7**	31	45.6##	78	78.0§
No response	1	1.2	0	0	0	0
Total	87	100.1	68	100.0	100	100.0

95% Confidence Intervals for Selected Cells, Determined from Standard Error of Proportion

*: ± 3.4 (3.9%) #: ± 2.7 (4.0%) †: ± 3.3 (3.3%)

** : ± 8.0 (9.1%) ##: ± 8.1 (11.8%) §: ± 8.1 (8.1%)

Question 4

Do you think people in this household would use public transport more often if it was more conveniently available to them?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
Yes	51	58.6 [*]	34	50.0 [#]	40	40.0 [¶]
No	36	41.4 ^{**}	31	45.6 ^{##}	59	59.0 [§]
Don't Know	0	0	3	4.4	1	1.0
Total	87	100.0	68	100.0	100	100.0

95% Confidence Intervals for Selected Cells, Determined from Standard Error of Proportion

*: ± 9.0 (10.3%) #: ± 8.1 (11.9%) ¶: ± 7.8 (7.8%)

** : ± 8.4 (9.6%) ##: ± 8.1 (11.8%) §: ± 9.6 (9.6%)

Question 5

Regardless of whether or not you would use such services, do you think there is a need for more public transport services in?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
Yes	80	92.0 [*]	45	66.2 [#]	64	64.0 [¶]
No	3	3.4 ^{**}	16	23.5 ^{##}	25	25.0 [§]
Don't Know	4	4.7	7	10.3	11	11.0
Total	87	100.1	68	100.0	100	100.0

95% Confidence Intervals for Selected Cells, Determined from Standard Error of Proportion

*: ± 5.0 (5.7%) #: ± 7.7 (11.3%) ¶: ± 9.4 (9.4%)

** : ± 3.3 (3.8%) ##: ± 6.9 (10.1%) §: ± 8.5 (8.5%)

Question 6

For the community as a whole, how important is this need in terms of all the needs of the area?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
very high priority	35	40.2 [*]	10	14.7 [#]	15	15.0 [¶]
fairly high priority	34	39.1	28	41.2	33	33.0 [§]
neither high nor low priority	8	9.2 ^{**}	9	13.2 ^{##}	14	14.0
fairly low priority	5	5.8	10	14.7	18	18.0
very low priority	3	3.5	4	5.9	9	9.0
don't know	2	2.3	7	10.3	11	11.0
Total	87	100.1	68	100.0	100	100.0

95% Confidence Intervals for Selected Cells, Determined from Standard Error of Proportion²

*: ± 9.0 (10.3%) #: ± 5.7 (8.4%) ¶: ± 7.0 (7.0%)

** : ± 5.3 (6.1%) ##: ± 8.0 (11.7%) §: ± 9.2 (9.2%)

Question 7

If we compare the need for public transport services in with the need in other communities in Tasmania, would you say there was more need, less need or about the same level of need for this service in than in Tasmania generally?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
more need	37	42.5 [*]	16	23.5 [±]	23	23.0 [¶]
less need	5	5.7 ^{**}	13	19.1 ^{##}	7	7.0 [§]
about the same	29	33.3	28	41.2	47	47.0
don't know	16	18.4	11	16.2	23	23.0
Total	87	99.9	68	100.0	100	100.0

95% Confidence Intervals for Selected Cells, Determined from Standard Error of Proportion

*: ± 9.0 (10.4%) #: ± 6.8 (10.1%) ¶: ± 8.3 (8.3%)

** : ± 4.2 (4.9%) ##: ± 6.3 (9.3%) §: ± 5.0 (5.0%)

Question 8

Who do you think should be able to use child care services; any parents who may wish to do so, or only people who have special needs for such services?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
any who wish to	60	69.0	56	82.4	66	66.0
special needs only	21	24.1	10	14.7	25	25.0
should not be avail- able at all	0	0	0	0	2	2.0
don't know	6	6.9	2	2.9	7	4.0
Total	87	100.0	68	100.0	100	100.0

Question 9

Do you know if such services are available in? If yes, what services are these?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
yes - able to name	66	75.9	52	76.4	37	37.0
yes - unable to name	0	0	0	0	2	2.0
no - not available	9	10.3	9	13.2	51	51.0
don't know	12	13.8	7	10.3	10	10.0
Total	87	100.0	68	99.9	100	100.0

Question 10

Are there children below school age in this household?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
yes	31	35.6	40	58.8	24	24.0
no	56	64.4	28	41.2	76	76.0
Total	87	100.0	68	100.0	100	100.0

Questions 10a and 10b

Do you make use of any child care services for them? If yes, what kind of facilities do you use?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
use creche in Hobart	5	16.1	0	0	1	4.2
use local creche	8	25.8	5	12.8	1	4.2
use family day care	0	0	3	7.7	2	8.3
informal arrangements	2	6.5	1	2.6	0	0
do not use child care	16	51.6	30	77.0	20	83.3
Total	31	100.0	39	100.1	24	100.0

Question 10c

Would you use such a service if it was more conveniently available to you?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
yes	9	52.9	13	43.3	12	60.0
no	8	47.1	17	56.7	8	40.0
Total	17	100.0	30	100.0	20	100.0

Question 10d

What kind of service would you prefer, a child care centre or creche, or family day care where women are licensed to mind other people's children?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
child care centre	6	66.7	7	53.9	6	46.2
family day care	2	22.2	5	38.5	5	38.5
don't know	1	11.1	1	7.7	2	15.4
Total	9	100.0	13	100.1	13	100.1

Question 11

Regardless of whether or not you would use such a service, do you think there is a need for more child care services in? If so, what form do you think this service should take, child care centres or creches, family day care where women are licensed to mind other people's children, or both?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
need - child care centre	7	8.0	20	29.4	24	24.0
need - family day care	7	8.0	10	14.7	13	13.0
need - both	37	42.5	10	14.7	11	11.0
need - don't know which preferred	4	4.6	0	0	8	8.0
no need	9	10.3	8	11.8	21	21.0
don't know	23	26.4	20	29.4	23	23.0
Total	87	99.8	68	100.0	100	100.0

Question 12

For the community as a whole, how important is this need in terms of all the needs of the area?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
very high priority	21	24.1	7	10.3	12	12.0
fairly high priority	39	44.8	39	57.4	30	30.0
neither high nor low priority	9	10.3	5	7.4	21	21.0
fairly low priority	2	2.3	6	8.8	10	10.0
very low priority	6	6.9	1	1.5	8	8.0
don't know	10	11.5	10	14.7	19	19.0
Total	87	99.9	68	100.1	100	100.0

Question 13

If we compare the need for child care services in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally.

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
more need	27	31.0	19	27.9	16	16.0
less need	5	5.7	1	1.5	12	12.0
about the same	30	34.5	32	47.1	48	48.0
don't know	25	28.7	16	23.5	24	24.0
Total	87	99.9	68	100.0	100	100.0

Question 14

If you felt you needed to talk to someone about some personal problem, would you want to go to a trained counsellor of some kind, or would you prefer to talk to a friend or relative?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
trained counsellor	32	36.8	24	35.3	42	42.0
friend or relative	37	42.5	34	50.0	41	41.0
depends on the problem	12	13.8	6	8.8	9	9.0
don't know	6	6.9	4	5.9	8	8.0
Total	87	100.0	68	100.0	100	100.0

Question 14a

For what sort of problem would you want to talk to a trained counsellor?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
marriage	2	40.0	0	0	2	28.6
family and children	0	0	4	57.1	1	14.3
a particularly serious problem	1	20.0	1	14.3	1	14.3
financial	0	0	1	14.3	1	14.3
legal	1	20.0	1	14.3	0	0
other and don't know	1	20.0	0	0	2	28.6
Total	5	100.0	7	100.0	7	100.1

Question 15

Do you know of any personal counselling service that are available in

If so, what services are they?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
yes - able to name	13	14.9	17	25.0	12	12.0
yes - unable to name	2	2.3	1	1.5	3	3.0
no	72	82.8	50	73.5	85	85.0
Total	87	100.0	68	100.0	100	100.0

Question 16

Regardless of whether or not you would use such a service, do you think there is a need for more personal counselling services in?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
yes	49	56.3	43	63.2	63	63.0
no	9	10.3	11	16.2	15	15.0
don't know	29	33.3	14	20.6	22	22.0
Total	87	99.9	68	100.0	100	100.0

Question 17

For the community as a whole, how important is this need in terms of all the needs of the area?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
very high priority	10	11.5	4	5.9	13	13.0
fairly high priority	22	25.3	25	36.8	31	31.0
neither high nor low priority	20	23.0	15	22.1	15	15.0
fairly low priority	13	14.9	13	19.1	7	7.0
very low priority	5	5.7	1	1.5	7	7.0
don't know	17	19.5	10	14.7	27	27.0
Total	87	99.9	68	100.1	100	100.0

Question 18

If we compare the need for personal counselling services in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
more need	4	4.6	16	23.5	28	28.0
less need	14	16.1	3	4.4	4	4.0
about the same level of need	39	44.8	36	52.9	41	41.0
don't know	30	34.5	13	19.1	27	27.0
Total	87	100.0	68	99.9	100	100.0

Question 19

Do you know of any community development work like this which has been done in?

If yes, what was that?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
yes - able to name	15	17.2	22	32.4	15	15.0
yes - unable to name	1	1.1	0	0	0	0
no	71	81.6	46	67.7	85	85.0
Total	87	99.9	68	100.1	100	100.0

Question 20

Can you think of a particular problem in at the present time which a full-time community development worker could help with?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
yes	42	48.3	22	32.3	43	43.0
no	45	51.7	46	67.7	57	57.0
Total	87	100.0	68	100.0	100	100.0

Question 20a

What problem is that?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
services to un-employed	12	28.6	1	4.5	8	18.6
job creation	1	2.4	3	13.6	14	32.6
recreation - children and youth	14	33.3	10	45.5	11	25.6
recreation - adult and general	1	2.4	2	9.1	1	2.3
the aged	1	2.4	0	0	1	2.3
child care	2	4.8	0	0	0	0
coordination of services	1	2.4	0	0	0	0
other	10	23.8	6	27.3	8	18.6
Total	42	100.1	22	100.0	43	100.0

Question 21

Do you think there is a need for community development workers
to be employed in?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
yes	68	78.2	56	82.4	56	56.0
no	7	8.1	5	7.4	21	21.0
don't know	12	13.8	7	10.3	23	23.0
Total	87	100.1	68	100.1	100	100.0

Question 22

For the community as a whole, how important is this need in terms of all the needs of the area?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
very high priority	17	19.5	8	11.8	22	22.0
fairly high priority	34	39.1	31	45.6	26	26.0
neither high nor low priority	18	20.7	19	27.9	14	14.0
fairly low priority	4	4.6	4	5.9	12	12.0
very low priority	5	5.7	0	0	7	7.0
don't know	9	10.3	6	8.8	19	19.0
Total	87	99.9	68	100.0	100	100.0

Question 23

If we compare the need for community development workers in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
more need	17	19.5	26	38.2	19	19.0
less need	10	11.5	0	0	8	8.0
about the same level of need	34	39.1	29	42.7	51	51.0
don't know	26	29.9	13	19.1	22	22.0
Total	87	100.0	68	100.0	100	100.0

Question 24

Now, could you please rank the four needs we have talked about in the order in which you think they are most important in?

Rank for Public Transport

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
1	47	56.0	24	37.5	36	39.6
2	18	21.4	12	18.8	12	13.2
3	11	13.1	15	23.4	15	16.5
4	8	9.5	13	20.3	28	30.8
Total	84	100.0	64	100.0	91	100.1

Rank for Child Care

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
1	19	22.6	16	25.0	19	21.1
2	31	36.9	31	48.4	37	41.1
3	24	28.6	12	18.8	22	24.4
4	10	11.9	5	7.8	12	13.3
Total	84	100.0	64	100.0	90	99.9

Rank for Personal Counselling

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
1	5	6.0	3	4.7	13	14.1
2	13	15.7	15	23.4	21	22.8
3	23	27.7	22	34.4	43	46.7
4	42	50.6	24	37.5	15	16.3
Total	83	100.0	64	100.0	92	99.9

Rank for Community Development

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
1	15	17.9	22	33.9	27	29.3
2	21	25.0	6	9.2	20	21.7
3	25	29.8	15	23.1	9	9.8
4	23	27.4	22	33.9	36	39.1
Total	84	100.1	65	100.1	92	99.9

Question 25

Would you say that overall, compared with other communities in Tasmania, the community has a high, low, or about average level of need?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
high	22	25.3	25	36.8	17	17.0
low	6	6.9	2	2.9	5	5.0
about average	50	57.5	34	50.0	55	55.0
don't know	9	10.3	7	10.3	23	23.0
Total	87	100.0	68	100.0	100	100.0

Question 26

Overall, how satisfied are you with living in?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
very satisfied	56	64.4	27	39.7	55	55.0
fairly satisfied	28	32.2	26	38.2	30	30.0
neither satisfied nor dissatisfied	2	2.3	2	2.9	5	5.0
fairly dissatisfied	1	1.2	4	5.9	5	5.0
very dissatisfied	0	0	9	13.2	5	5.0
Total	87	100.1	68	99.9	100	100.0

Question 27

What would you say are the main advantages of living in?
(up to three responses recorded, table presents total responses)

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
have always lived here	0	0	0	0	13	6.7
friends, relatives, friendly atmosphere	15	8.4	7	8.2	14	7.2
beauty, environment, life-style	92	51.7	35	41.2	78	40.2
own house, property	0	0	6	7.1	9	4.6
jobs nearby	2	1.1	4	4.7	29	15.0
access to facilities, services, schools	23	12.9	15	17.7	17	8.8
access to Hobart	30	16.9	7	8.2	8	4.1
cost of living	0	0	1	1.2	4	2.1
good schools	1	0.6	3	3.5	2	1.0
other	15	8.4	7	8.2	20	10.3
Total	178	100.0	85	100.0	194	100.0

Question 28

What would you say are the main disadvantages of living in
.....?
(up to three responses recorded, table presents total responses)

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
transport, communication and isolation	42	45.2	22	27.5	28	20.4
community cohesion, planning, etc.	9	9.7	7	8.8	1	0.7
roads, gutterings, footpaths, sewerage, etc.	15	16.1	2	2.5	18	13.1
recreation	4	4.3	12	15.0	17	12.4
personal services	2	2.2	0	0	11	8.0
jobs, industry	0	0	0	0	20	14.6
shops - more or better	2	2.2	4	5.0	6	4.4
schools - more or better	2	2.2	0	0	5	3.7
cultural facilities	0	0	0	0	0	0
general availability of services and facilities	2	2.2	6	7.5	3	2.2
other	15	16.1	27	33.8	28	20.4
Total	93	100.2	80	100.1	137	99.4

Question 29

If the government was prepared to give some money to be spent on meeting the needs of the community, how do you think that money should be spent?

(up to three responses recorded - table presents total responses)

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
transport, communication and isolation	23	16.4	2	1.8	9	5.3
community cohesion	2	1.4	0	0	1	0.6
roads, gutterings, footpaths, sewerage	38	27.1	2	1.8	62	36.7
jobs, industry	1	0.7	1	0.9	19	11.2
recreation	35	25.0	80	72.7	30	17.8
schools - more or better	6	4.3	5	4.5	8	4.7
shops - more or better	4	2.9	6	5.5	2	1.2
cultural facilities	1	0.7	0	0	1	0.6
general availability of services	2	1.4	2	1.8	1	0.6
personal services	9	6.4	5	4.5	16	9.5
other	19	13.6	7	6.4	20	11.8
Total	140	99.9	110	99.9	169	100.0

Sex of Respondent

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
male	14	16.1	14	20.6	36	36.0
female	73	83.9	54	79.4	64	64.0
Total	87	100.0	68	100.0	100	100.0

Estimated Age of Respondent

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
0-19	0	0	2	2.9	1	1.0
20-29	18	20.7	22	32.4	17	17.0
30-39	30	34.5	29	42.7	21	21.0
40-49	13	14.9	9	13.2	21	21.0
50-59	12	13.8	5	7.4	20	20.0
60-69	10	11.5	0	0	10	10.0
70-79	4	4.6	0	0	8	8.0
80+	0	0	0	0	2	2.0
no response	0	0	1	1.5	0	0
Total	87	100.0	68	100.1	100	100.0

Question A

Which of these best describes your household?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
married couple, no children	24	27.6	3	4.4	23	23.0
married couple, child(ren) at home	54	62.1	53	77.9	61	61.0
single parent, child(ren) at home	5	5.8	12	17.7	4	4.0
one person household	4	4.6	0	0	11	11.0
unrelated people sharing house/flat	0	0	0	0	1	1.0
Total	87	100.1	68	100.0	100	100.0

Question B

How many cars are owned or regularly used by people living in this household?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
0	5	5.8	7	10.3	8	8.0
1	33	37.9	41	60.3	52	52.0
2	41	47.1	17	25.0	31	31.0
3 or more	7	8.1	3	4.4	9	9.0
no response	1	1.2	0	0	0	0
Total	87	100.1	68	100.0	100	100.0

Question C

What is the occupation of the principal income earner?

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
professional, technical	21	24.1	2	2.9	10	10.0
administrative and executive	11	12.6	1	1.5	2	2.0
clerical	13	14.9	7	10.3	6	6.0
sales	3	3.4	1	1.5	3	3.0
farmers and fishermen	1	1.5	0	0	12	12.0
transport and communication	4	4.6	4	5.9	3	3.0
production and process work	9	10.3	35	51.5	36	36.0
service, sport and recreation	6	6.9	2	2.9	6	6.0
students	0	0	0	0	2	2.0
unemployed	0	0	4	5.9	2	2.0
retired, age pension	9	10.3	0	0	14	14.0
other benefits	8	9.2	11	16.2	4	4.0
other	2	2.3	1	1.5	0	0
Total	87	100.1	68	100.1	100	100.0

Question D

What are the occupations of any other people in the household who are regularly employed?

(total responses reported)

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
professional, technical	11	25.0	2	11.8	8	17.4
administrative and executive	1	2.3	0	0	0	0
clerical	9	20.5	1	5.9	4	8.7
sales	6	13.6	1	5.9	5	10.9
farmers and fishermen	0	0	0	0	8	17.4
transport and communication	1	2.3	0	0	0	0
production and process work	3	6.8	5	29.4	9	19.6
service, sport and recreation	8	18.2	6	35.3	6	13.0
students	4	9.1	0	0	2	4.3
unemployed	1	2.3	1	5.9	0	0
retired, age pension	0	0	0	0	4	8.7
other benefits	0	0	1	5.9	0	0
Total	44	100.1	17	100.1	46	100.0

APPENDIX 11

RESULTS OF CARETAKER SURVEY

Question 1

What would you say are the most important needs of the community at this time?

(up to three responses recorded - table presents total responses)

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
transport, communication, isolation	5	18.5	4	10.8	4	13.3
community cohesion, planning	1	3.7	5	13.5	1	3.3
roads, guttering, footpaths, sewerage, etc.	3	11.1	0	0	0	0
jobs, industry	1	3.7	1	2.7	4	13.3
recreation	7	25.9	8	21.6	6	20.0
schools - more or better	0	0	0	0	2	6.7
shops - more or better	0	0	1	2.7	0	0
cultural facilities	0	0	0	0	4	13.3
general availability of services and facilities	1	3.7	2	5.4	2	6.7
personal services	3	11.1	7	18.9	4	13.3
other	6	22.2	9	24.3	3	10.0
Total	27	99.9	37	99.9	30	99.9

Question 2

Do you think there is a need for more public transport services
in?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
yes	9	11	9
no	1	2	1
don't know	2	0	2
Total	12	13	12

Question 3

For the community as a whole, how important is this need in terms of all the needs of the area?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
very high priority	4	4	2
fairly high priority	4	5	4
neither high nor low priority	3	4	4
fairly low priority	1	0	1
very low priority	0	0	0
don't know	0	0	1
Total	12	13	12

Question 4

If we compare the need for public transport services in
with the need in other communities in Tasmania, would you say
there was more need, less need, or about the same level of need
for this service in than in Tasmania generally?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
more	7	9	3
less	3	0	0
about the same	1	4	6
don't know	1	0	3
Total	12	13	12

Question 5

Who do you think should be able to use child care services; any parents who may wish to do so, or only people who have special needs for such services?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
any who may wish to use	11	13	9
only those with special needs	1	0	3
Total	12	13	12

Question 6

Do you think there is a need for more child care services
in?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
yes	4	13	7
no	6	0	2
don't know	2	0	3
Total	12	13	12

Question 6a

What form do you think this service should take, child care centres or creches, family day care where women are licensed to mind other people's children, or both?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
child care centre	3	3	2
family day care	1	3	5
both	6	7	4
don't know	2	0	1
Total	12	13	12

Question 7

For the community as a whole, how important is this need in terms of all the needs of the area?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
very high priority	0	8	0
fairly high priority	5	4	5
neither high nor low priority	4	1	3
fairly low priority	1	0	2
very low priority	0	0	1
don't know	2	0	1
Total	12	13	12

Question 8

If we compare the need for child care services in
with the need in other communities in Tasmania, would you say
there was more need, less need, or about the same level of
need for this service in than in Tasmania generally.

	Kingston	Bridgewater	Derwent Valley
	N	N	N
more	3	12	3
less	2	0	0
about the same	5	1	6
don't know	2	0	3
Total	12	13	12

Question 9

Do you think there is a need for more personal counselling services in?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
yes	8	8	9
no	3	5	3
don't know	1	0	0
Total	12	13	12

Question 10

For the community as a whole, how important is this need in terms of all the needs of the area?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
very high priority	1	4	3
fairly high priority	6	4	4
neither high nor low priority	1	4	4
fairly low priority	2	1	1
very low priority	1	0	0
don't know	1	0	0
Total	12	13	12

Question 11

If we compare the need for personal counselling services in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
more	4	9	6
less	4	0	1
about the same	3	3	5
don't know	1	1	0
Total	12	13	12

Question 12

Can you think of a particular problem in at the present time which a full-time community development worker could help?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
yes	7	11	9
no	5	2	3
Total	12	13	12

Question 13

Do you think there is a need for community development workers
to be employed in?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
yes	7	10	10
no	5	3	2
Total	12	13	12

Question 14

For the community as a whole, how important is this need in terms of all the needs of the area?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
very high priority	1	5	3
fairly high priority	5	6	6
neither high nor low priority	0	0	2
fairly low priority	5	1	0
very low priority	1	1	0
don't know	0	0	1
Total	12	13	12

Question 15

If we compare the need for community development workers in with the need in other communities in Tasmania, would you say there was more need, less need, or about the same level of need for this service in than in Tasmania generally?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
more	2	11	7
less	6	1	0
about the same	3	0	2
don't know	1	1	3
Total	12	13	12

Question 16

Now, could you please rank the four needs we have talked about in the order in which you think they are most important in?

Rank for Public Transport

	Kingston	Bridgewater	Derwent Valley
	N	N	N
1	9	3	4
2	1	4	1
3	1	2	3
4	1	3	3
Total	12	12	11

Rank for Child Care

	Kingston	Bridgewater	Derwent Valley
	N	N	N
1	1	3	0
2	6	4	5
3	3	5	3
4	2	0	3
Total	12	12	11

Rank for Personal Counselling

	Kingston	Bridgewater	Derwent Valley
	N	N	N
1	0	2	3
2	3	1	3
3	4	3	2
4	5	6	2
Total	12	12	10

Rank for Community Development

	Kingston	Bridgewater	Derwent Valley
	N	N	N
1	2	4	4
2	2	3	2
3	4	2	2
4	4	3	2
Total	12	12	10

Question 17

Would you say that overall, compared with other communities in Tasmania, the community has a high, low, or about average level of need?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
high	0	12	8
low	6	0	0
about average	5	1	3
don't know	1	0	1
Total	12	13	12

Question 18

Overall, how satisfied do you think most residents are with living in?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
very satisfied	6	0	4
fairly satisfied	6	8	2
neither satisfied nor dissatisfied	0	1	3
fairly dissatisfied	0	3	2
very dissatisfied	0	1	0
don't know	0	0	1
Total	12	13	12

Question 19

For the people who live there, what would you say are the main advantages of living in?

(up to 3 responses recorded - table presents total responses)

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
have always lived there	0	0	0	0	3	9.1
friends, relatives, friendly atmosphere	0	0	0	0	1	3.0
beauty, environment, life-style	16	47.1	9	32.1	10	30.3
own house, property	0	0	7	25.0	0	0
jobs nearby	1	2.9	0	0	6	18.2
access to facilities, services, schools	3	8.8	0	0	3	9.1
access to Hobart	4	11.8	1	3.6	2	6.1
cost of living	0	0	0	0	3	9.1
good schools	1	2.9	5	17.9	0	0
other	9	26.5	6	21.4	5	15.2
Total	34	100.0	28	100.0	33	100.0

Question 20

For the people who live there, what would you say are the main disadvantages of living in?

(up to 3 responses recorded - table presents total responses)

	Kingston		Bridgewater		Derwent Valley	
	N	%	N	%	N	%
transport, communication, isolation	9	52.9	8	25.3	6	14.6
community cohesion, planning, etc.	1	5.9	4	11.8	2	4.9
roads, guttering, footpaths, sewerage	1	5.9	0	0	2	4.9
recreation	1	5.9	0	0	3	7.3
personal services	0	0	1	2.9	9	22.0
jobs, industry	1	5.9	5	14.7	4	9.8
shops - more or better	0	0	2	5.9	1	2.4
schools - more or better	0	0	3	8.8	0	0
cultural facilities	0	0	0	0	1	2.4
general availability of services and facilities	1	5.9	3	8.8	1	2.4
other	3	17.7	8	25.3	12	29.3
Total	17	100.0	34	100.0	41	100.0

Question 21

Do you live in yourself?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
yes	7	1	8
no	5	12	4
Total	12	13	12

If not, have you ever lived in?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
yes	1	0	1
no	4	12	3
Total	5	12	4

If not, have you ever lived in a place which you would describe as similar to in most respects?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
yes	1	3	1
no	3	9	2
Total	4	12	3

Question 22

How well would you say you know the needs of the
community?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
very well	3	1	2
fairly well	6	10	8
not very well	3	2	1
don't know	0	0	1
Total	12	13	12

Question 23

In terms of background, beliefs and values, would you describe yourself as fairly typical of the people of, or do you see yourself as different in some way?

	Kingston	Bridgewater	Derwent Valley
	N	N	N
fairly typical	7	2	4
different	5	10	7
don't know	0	1	1
Total	12	13	12

APPENDIX 12

RESULTS OF SUMMATION OF Z SCORES

1. Public Transport

Variable	Sign	<u>Kingston</u>		<u>Bridgewater</u>		<u>New Norfolk</u>		<u>Rural Derwent Valley</u>		Mean	Standard Deviation	Tasmanian Score
		Score	Z	Score	Z	Score	Z	Score	Z			
Percentage of population in the labour force	+	42.97	+ .27	33.60	-2.20	37.37	-1.21	38.27	- .97	41.94	3.79	42.4
Percentage of occupied private dwellings with no cars	+	9.20	- .61	11.28	- .28	13.72	+ .10	11.27	- .28	13.07	6.33	14.2
Percentage of population licensed to drive car or motorcycle	-	50.95	+ .51	48.62	0 .00	37.90	-2.35	46.20	- .53	48.63	4.57	48.0
Percentage of population under 17 years	+	36.88	+ .69	48.62	+2.74	33.79	+ .15	37.33	+ .77	32.91	5.74	32.8
Percentage of population with personal income below \$5000	+	41.83	-1.63	45.32	-1.13	52.40	- .12	51.57	- .23	53.21	6.98	51.9
Percentage of population with personal income below \$7000	+	53.07	-2.10	66.85	- .24	66.36	- .31	68.01	- .09	68.65	7.43	67.4
Percentage of women who are in the labour force	+	31.06	+ .63	17.14	-2.20	25.58	- .48	22.99	-1.01	27.95	4.92	29.0
Percentage of the labour force who are women	+	36.42	+ .75	25.22	-1.50	21.83	-2.18	28.26	- .89	32.70	4.98	34.2
Percentage of women who are married and in the labour force	+	22.20	+1.28	14.05	-1.50	16.15	- .78	16.82	- .56	18.45	2.93	18.4

Appendix 12 - Public Transport Continued

Variable	Sign	<u>Kingston</u>		<u>Bridgewater</u>		<u>New Norfolk</u>		<u>Rural Derwent Valley</u>		Mean	Standard Deviation	Tasmanian Score
		Score	Z	Score	Z	Score	Z	Score	Z			
Percentage of the labour force who are married women	+	26.03	+1.38	20.67	- .31	13.79	-2.47	20.67	- .31	21.64	3.18	21.7
Percentage of labour force who travel to work by public transport	-	4.69	- .41	12.16	+ .12	15.43	+ .35	7.62	- .21	10.52	14.08	13.1
Percentage of occupied private dwellings with 2 or more cars	-	45.56	+1.71	26.71	- .52	31.89	+ .10	39.59	+1.01	31.07	8.45	36.3
Summation			-1.15		-6.22		-5.40		-3.84			

2. Child Care

Variable	Sign	<u>Kingston</u>		<u>Bridgewater</u>		<u>New Norfolk</u>		<u>Rural Derwent Valley</u>		Mean	Standard Deviation	Tasmanian Score
		Score	Z	Score	Z	Score	Z	Score	Z			
Percentage of population aged under 5 years	+	12.52	+1.08	26.07	+5.62	8.14	- .39	10.43	+ .38	9.31	2.98	9.0
Percentage of children under 5 years minded in a child care centre	-	10.13	+ .73	2.94	-1.07	5.28	- .48	3.23	-1.00	7.21	3.98	7.4
Percentage of children under 5 years not minded at home	+	15.72	+ .37	17.40	+ .72	19.35	+1.13	10.97	- .63	13.96	4.76	14.3
Percentage of the population in the labour force	+	42.97	+ .32	33.60	-2.15	37.73	-1.06	38.27	- .92	41.74	3.79	42.4
Percentage of families in private dwellings comprising head and children only	+	3.73	- .12	4.64	+ .59	4.50	+ .48	4.07	+ .15	3.88	1.28	4.1
Percentage of population separated, widowed or divorced	+	5.61	- .73	3.21	-1.54	8.90	+ .39	5.55	- .75	7.75	2.94	8.0
Percentage of women married less than 5 years	+	10.89	+1.75	15.16	+3.85	5.30	-1.00	8.34	+ .49	7.34	2.03	7.1
Percentage of women who are in the labour force	+	31.06	+ .63	17.14	-2.20	25.58	- .48	22.99	-1.01	27.95	4.92	29.0
Percentage of the labour force who are women	+	36.42	+ .75	25.22	-1.50	21.83	-2.18	28.26	- .89	32.70	4.98	34.2
Percentage of women who are married and in the labour force	+	22.20	+1.28	14.05	-1.50	16.15	- .78	16.82	- .56	18.45	2.93	18.4

Appendix 12 - Child Care Continued

Variable	Sign	<u>Kingston</u>		<u>Bridgewater</u>		<u>New Norfolk</u>		<u>Rural Derwent Valley</u>		Mean	Standard Deviation	Tasmanian Score
		Score	Z	Score	Z	Score	Z	Score	Z			
Percentage of the labour force who are married women	+	26.03	+1.38	20.67	- .31	13.79	-2.47	20.67	- .31	21.64	3.18	21.7
Percentage of the labour force who are separated, widowed or divorced	+	4.68	- .54	3.68	- .96	7.34	+ .59	3.90	- .86	5.95	2.37	6.2
Summation			+5.44		+1.69		-5.29		-3.91			

3. Personal Counselling

Variable	Sign	<u>Kingston</u>		<u>Bridgewater</u>		<u>New Norfolk</u>		<u>Rural Derwent Valley</u>		Mean	Standard Deviation	Tasmanian Score
		Score	Z	Score	Z	Score	Z	Score	Z			
Percentage of population over 15 years receiving pensions or benefits	+	16.76	-1.23	12.43	-1.91	27.42	+ .42	23.40	- .20	24.69	6.43	24.4
Percentage of population unemployed	+	0.72	-1.38	2.55	+1.31	1.14	- .76	2.33	+ .99	1.66	0.68	1.7
Percentage of families in private dwellings comprising head and children only	+	3.73	- .12	4.64	+ .59	4.50	+ .48	4.07	+ .15	3.88	1.28	4.1
Percentage of population separated, widowed or divorced	+	5.61	- .73	3.21	-1.54	8.90	+ .39	5.55	- .75	7.75	2.94	8.0
Percentage of population aged over 65	+	5.22	- .94	1.31	-1.94	8.58	- .09	7.12	- .46	8.92	3.92	8.6
Percentage of population born overseas	+	20.89	+2.60	9.02	- .01	6.86	- .48	4.15	-1.08	9.06	4.55	10.2
Percentage of population who left school under 16 years of age	+	25.01	-1.98	31.49	- .80	34.19	- .32	35.85	- .02	35.94	5.53	34.8
Percentage of population with personal income below \$5000	+	41.83	-1.63	45.32	-1.13	52.40	- .12	51.57	- .23	53.21	6.98	51.9
Percentage of population with personal income below \$7000	+	53.07	-2.10	66.85	- .24	66.36	- .31	68.01	- .09	68.65	7.43	67.4

Appendix 12 - Personal Counselling Continued

Variable	Sign	Kingston		Bridgewater		New Norfolk		Rural Derwent Valley		Mean	Standard Deviation	Tasmanian Score
		Score	Z	Score	Z	Score	Z	Score	Z			
Percentage of women married less than 5 years	+	10.89	+1.75	15.16	+3.85	5.30	-1.00	8.34	+ .49	7.34	2.03	7.1
Percentage of households with household income below \$5000	+	11.53	-1.03	7.12	-1.56	14.11	- .71	17.78	- .27	20.00	8.25	18.1
Percentage of households with household income below \$7000	+	17.98	-1.30	22.84	- .86	22.75	- .87	30.07	- .22	32.50	11.18	29.4
Summation			-8.09		-4.24		-3.37		-1.69			

4. Community Development

Variable	Sign	<u>Kingston</u>		<u>Bridgewater</u>		<u>New Norfolk</u>		<u>Rural Derwent Valley</u>		Mean	Standard Deviation	Tasmanian Score
		Score	Z	Score	Z	Score	Z	Score	Z			
Percentage of population living in same dwelling as in 1971	-	37.47	-1.92	11.15	-4.73	62.75	+ .78	62.99	+ .81	55.43	9.37	55.0
Percentage of population over 15 years with no qualifications	+	62.82	-1.28	75.75	+1.00	71.31	+ .22	75.18	+ .90	70.08	5.69	68.5
Percentage of population over 15 years receiving pensions or benefits	+	16.76	-1.23	12.43	-1.91	27.42	+ .42	23.40	- .20	24.69	6.43	24.4
Percentage of population unemployed	+	0.72	-1.38	2.55	+1.31	1.14	- .76	2.33	+ .99	1.66	0.68	1.7
Percentage occupied dwellings rented from housing authority	+	1.59	- .37	47.18	+6.01	9.28	+ .71	0.58	- .51	4.23	7.15	5.2
Percentage occupied dwellings rented from other landlords	+	14.48	- .41	2.97	-1.19	25.29	+ .32	34.54	+ .95	20.57	14.76	19.2
Percentage of population born overseas	+	20.89	+2.60	9.02	- .01	6.86	- .48	4.15	-1.08	9.06	4.55	10.2
Percentage of population who left school under 16 years of age	+	25.01	-1.98	31.49	- .80	34.19	- .32	35.85	- .02	35.94	5.53	34.8
Percentage of population with personal income below \$5000	+	41.83	-1.63	45.32	-1.13	52.40	- .12	51.57	- .23	53.21	6.98	51.9

Appendix 12 - Community Development Continued

Variable	Sign	<u>Kingston</u>		<u>Bridgewater</u>		<u>New Norfolk</u>		<u>Rural Derwent Valley</u>		Mean	Standard Deviation	Tasmanian Score
		Score	Z	Score	Z	Score	Z	Score	Z			
Percentage of population with personal income below \$7000	+	53.07	-2.10	66.85	-.24	66.36	-.31	68.01	-.09	68.65	7.43	67.4
Percentage of households with household income below \$5000	+	11.53	-1.03	7.12	-1.56	14.11	-.71	17.78	-.27	20.00	8.25	18.1
Percentage of households with household income below \$7000	+	17.98	-1.30	22.84	-.86	22.75	-.87	30.07	-.22	32.50	11.18	29.4
Summation			-8.19		+5.35		-2.68		-0.59			

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